

UNITED STATES DEPARTMENT OF LABOR

MAURICE J. TOBIN, SECRETARY

WOMEN'S BUREAU

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*The Outlook for Women*  
*in*  
*Social Case Work*  
*With Children*

*Bulletin of the Women's Bureau No. 235-3*

*Social Work Series*

U. S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1951

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*For sale by the Superintendent of Documents, U. S. Government  
Printing Office, Washington 25, D. C. Price 25 cents*

This bulletin is No. 235-3 in the

### SOCIAL WORK SERIES

- No. 235-1 *The Outlook for Women in Social Case Work in a Medical Setting.*
- No. 235-2 *The Outlook for Women in Social Case Work in a Psychiatric Setting.*
- No. 235-3 *The Outlook for Women in Social Case Work with Children.*

## LETTER OF TRANSMITTAL

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UNITED STATES DEPARTMENT OF LABOR,  
WOMEN'S BUREAU,  
*Washington, December 28, 1950.*

SIR: I have the honor of transmitting this report on the outlook for women in social case work with children. It is the third in a series of bulletins, on the need for women in the social services, resulting from our current employment opportunities study. The project is planned and directed by Marguerite W. Zapoleon.

Grateful acknowledgment is made to the many individuals and agencies who cooperated so generously in supplying information and helpful criticism for this report, which was prepared and written by Mary H. Brilla.

Respectfully submitted.

FRIEDA S. MILLER, *Director.*

Hon. MAURICE J. TOBIN,  
*Secretary of Labor.*



## FOREWORD

The social well-being of our people, like their health, has received growing attention over the years. Of the increasing numbers in our economy engaged in rendering professional social service, two-thirds or more are women. The story of their progress and the current and future needs for their services have been the subject of a Women's Bureau study which is being reported in a series of bulletins of which this is the third.

The others, like this report on social case work with children, describe the employment outlook for women in an area of specialization within the field of social work. The final bulletin in the series will describe the outlook for women in the entire field of social work, showing its relation to other professions of women and comparing the specializations within the field. Unlike the usual monograph which describes an occupation in detail at a particular point in time, this study, like the earlier Women's Bureau series on occupations in the medical and health services and the sciences, is concerned primarily with changes and trends.

Although more than 2,400 books, articles, or pamphlets have been culled for information, the principal information for this series has been obtained from professional organizations, public and voluntary social agencies, schools of social work, and individual social workers. The following sources have contributed to the study thus far:

Fifty-two national professional organizations. For help on this particular report, the Bureau is indebted especially to the Child Welfare League of America.

Fifty-six schools of social work and other colleges and universities.

One hundred and thirty-nine agencies employing social workers, including 31 community chests and councils of social agencies and the American National Red Cross.

Sixty Government agencies concerned with social service programs or employment in this field, including international, State, and local agencies, and such Federal agencies as the Bureau of Labor Statistics and the United States Employment Service in the United States Department of Labor; the United States Civil Service Commis-

sion; the United States Veterans' Administration; and the Bureau of Public Assistance, the Office of Education, the Office of Vocational Rehabilitation, and the Public Health Service in the Federal Security Agency. Special acknowledgement is due the Children's Bureau of the last named agency for its generous and expert help with this bulletin.

The Bureau is indebted to the above contributors for the raw material which made this report possible and to the following for illustrations used in the Bulletin: Boston University School of Social Work (cover picture); Cincinnati Enquirer (fig. 4); Cincinnati Post (fig. 15); Detroit Public Schools (figs. 2, 6, 10, 14); Hamilton County Welfare Department, Ohio (figs. 8, 9); Nashville School of Social Work (figs. 3, 12); New Jersey State Board of Child Welfare (figs. 1, 5, 13); Philadelphia Community Chest (fig. 17); University of North Dakota (figs. 7, 11, 16).

Although the reader will recognize gaps in our statistical knowledge of employment in case work with children and the unsurmounted difficulty of distinguishing always those individuals who are fully qualified for the profession from those who are not, it is hoped that she will find here a useful synthesis of existing knowledge on an important field of work in which more women are needed.

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Figure 1.—A social case worker employed by a State Board of Public Welfare interviewing a couple about a foster home.

**Case Worker (Professional and Kindred) 0-27.20**  
**As Defined In The Dictionary Of Occupational Titles (73)**

“Performs any one or a combination of the following social-service duties, usually requiring a college degree and applying techniques acquired through postgraduate training in social-service work, in pursuance of a welfare program organized by a public or private agency or organization: Studies physical and social environment of a family, person, or persons in order to determine and execute practical plans for alleviating existing undesirable conditions. Visits persons in need of assistance or receives clients at intake desk of agency. Interviews clients to ascertain nature of their problem. Diagnoses problems, considering factors involved, and plans treatment. Makes necessary contacts to ascertain background and needs of clients and their eligibility for financial, medical, and material assistance. Helps clients understand their situations more clearly and assists them to reach satisfactory solutions for their problems. Refers clients to community resources, such as hospitals, clinics, recreational facilities, and schools, which may assist in rectifying the maladjustments. Endeavors to foster self-development of individuals in order that they may successfully meet social exigencies. Follows progress of cases beyond solution of immediate problems. Keeps case histories and other records.”

**Child-Welfare Worker (Professional and Kindred)  
As Defined In The Dictionary Of Occupational Titles (73)**

“Specializes in the alleviation of child welfare problems, performing any combination of the following duties: Endeavors to prevent exploitation of minors in industry. Participates in programs to assist physically handicapped children. Investigates environment to discover factors that may retard satisfactory physical, mental, and social development of children and recommends remedial measures. Places children in foster homes, orphanages, and other institutions (Case Worker, Child Placement). Guides juvenile delinquents (Case Worker, Juvenile Delinquency). Assists school authorities in solution of social problems affecting pupils. May advise community planning body or members of other organizations on requirements for children’s recreational and educational facilities.”

**Case Worker, Child Placement (Professional and Kindred)  
As Defined In The Dictionary Of Occupational Titles (73)**

“Places children in institutions and homes, such as orphanages, foster homes, day nurseries, hospitals, and homes of adoption in order to protect them from abuse, neglect, and improper rearing, and to provide them with adequate shelter, schooling, medical care, and recreation: Discusses children’s problems with parents, guardians, teachers, and other interested persons. Studies child’s physical, mental, and psychological make-up to determine his needs. Prepares child psychologically for placement in an institution or home. Locates agency that best suits the needs of the child and arranges for placement in that agency. Interviews and evaluates qualifications of persons who wish to become foster or adoptive parents considering such factors as financial status, housing, general intelligence, emotional stability, and general suitability. Visits institutions and homes to follow progress of cases. Arranges for removal of children from placement agencies if desirable.”

**Social Worker, School (Professional and Kindred) Home  
Visitor; School Counselor; School Visitor; Visiting Teacher  
As Defined In The Dictionary Of Occupational Titles (73)**

“Assists children in adapting themselves to school life and in availing themselves of school educational and recreational opportunities: Counsels children whose behavior or school progress indicates need for individual guidance. Consults with parents, teachers, schoolmates, and others to determine causes



Figure 2.—A school principal discusses a child whom she is referring to a school social worker for assistance.

of problems and to devise satisfactory solutions. Arranges for medical, psychiatric, and other examinations that may disclose causes of difficulties and indicate remedial measures. Attempts to alter attitudes of parents, teachers, and classmates that may have caused or aggravated problems. Recommends change of class or school, special tutoring, or other treatment to effect a remedy. Cooperates with other agencies, such as child guidance clinics, hospitals, boys' clubs, family welfare agencies, and settlement houses, to assist in solution of problems. May enforce school attendance laws (Truant Officer)."

**Probation Officer (Professional and Kindred)  
As Defined In The Dictionary Of Occupational Titles (73)**

"Engages in activities related to the probation of delinquents: Makes presentence investigations of offenders' personal histories background, and environments to ascertain causes of delinquency and maladjustment. Reports findings to court and suggests possibilities of probation. Periodically interviews probationers to determine effectiveness of probation. Refers probationers to social resources of community that may assist in effecting rehabilitation. Recommends revocation of probations if necessary."

### Case Worker, Juvenile Delinquency (Professional and Kindred) As Defined In The Dictionary Of Occupational Titles (73)

"Performs any combination of the following duties: Makes investigations of pre-delinquent children and attempts to divert antisocial tendencies through guidance and by use of community resources. Refers juveniles to community agencies, such as settlement houses and child guidance clinics, for mental, physical, and social rehabilitation. Places delinquent children in homes or corrective institutions (Case Worker, Child Placement). Assists civil authorities in solving problems concerning conditional release of delinquents from corrective institutions (Parole Officer). Assists court in determining advisability of probation and guides children on probation (Probation Officer)."



Figure 3.—A student in a graduate school of social work, as part of her supervised field practice, discusses plans with a mother who is helping to support three children by sewing.

# THE OUTLOOK FOR WOMEN IN SOCIAL CASE WORK WITH CHILDREN

## THE SETTING

In 1949, there were about 17,000 workers in the United States specializing in social case work for children. This included nearly 4,000 child welfare workers—about 3,000 of them case workers—in State and local public welfare agencies and an estimated 9,000 in private agencies. There were over 1,000 social workers in schools, about 3,000 probation officers serving children in a correctional setting, and a relatively few workers in day nurseries and nursery schools and in other settings where children are served. Most of the workers were women, who comprised about 75 percent of the child welfare group, about half of the probation officers in juvenile courts, and 90 percent of the school social workers.

For the most part, these workers were concerned primarily with children who needed help in addition to that given by their parents and teachers, if they were to make satisfactory personal and social adjustments.

In 1949 there were over 51,000,000 children and young people under the age of 20 in the United States (72), many of whom required social case work services. Included in the group of children needing help are those "dependent" because their families are unable to provide adequately for them, those who are mistreated or neglected or whose environment menaces their health or morals, children whose behavior has brought them into conflict with society, and those whose physical or mental handicaps impair their ability to function normally. There are also children with less tangible, and sometimes less obvious, but equally serious problems—chiefly emotional or psychological—who must have trained help if they are to develop into well-adjusted persons (91).

Although the social case worker specializing in work with children is concerned with the well-being of all children, her

special concern is with those whose parents are unable to carry out their parental responsibility for rearing the child, who consequently may be mistreated or neglected, dependent, or otherwise handicapped. In common with all case workers, her aim is to build and maintain a dynamic relationship with the child and the adults responsible for him that will enable them to recognize and remobilize their own resources in meeting problems. She works with the child, his parents, teachers, and others who are concerned with his welfare, to try to help him by rendering one of the following types of service:

1. Case work services to children in their own homes:
  - a. Services to children with mental and physical handicaps, with behavior problems, and those whose home and family conditions need to be improved.
  - b. Protective services to children—services to neglected or mistreated children.
2. Services to children who need care away from their own homes:
  - a. Services related to placement in adoptive homes.
  - b. Services related to placement in foster (boarding) homes.
  - c. Services to children in institutions.
3. Social case work services as part of other programs for children:
  - a. Case work services for children receiving day care in nursery schools or day care centers.
  - b. Medical case work services in clinics, health centers, hospitals, and convalescent homes. (See Bulletin 1 in this series.)
  - c. Case work services related to maternity home care, including services to unmarried mothers.
  - d. Psychiatric case work services in mental health programs.
  - e. Social work in school programs.
  - f. Social case work services for children under the care of institutions for the delinquent, the mentally deficient, and other institutions for children with special needs.

The services described in 1 and 2 are administered almost exclusively by social case work agencies, public or private. The others are usually administered by a hospital, a clinic, a school, a court, or other agency within which social case work is only one of several services given. Recreation agencies, housing

agencies, and the Indian Service also employ people skilled in work with children (13).



Figure 4.—A social worker assists child, to be given temporary shelter in a public child care center, as matron examines him.

#### Public Child Welfare Agencies

The most widespread type of public agency offering services to children is the local (county or municipal) welfare department, which sometimes provides child welfare, as well as other welfare services to the community, and which sometimes employs one or more child welfare workers who give full time to work with children. But in many local welfare departments public assistance workers are responsible for aid to children along with aid to the blind, the aged, and other groups. (See Bulletin 235-4 in this series.) Their primary emphasis is on administering financial aid programs, rather than on case work, and most of them have not had training as case workers, nor can they give full time to work with children's cases. However, many of the larger local departments of welfare have special divisions for work with children, in which trained child welfare case workers are employed. Nearly all State departments of social welfare have a special bureau or division to deal with child

welfare problems (52). The child welfare worker in a State, county, or municipal department of welfare works with children needing help and arranges for appropriate service for them. She may work directly with children or, less frequently, be employed in a supervisory or consulting capacity in the development and administration of services.

Workers in local areas study problems of the child referred to them by the school, police, juvenile court, and family, to see what the child's needs are; they work with the child and his parents to meet his needs at home, at school, in the community, or, if necessary, in a hospital, foster home, or a children's institution. They maintain case records and make necessary reports. They also stimulate community awareness of children's problems and the organization of resources to deal with them.

At the State level, the worker assists in carrying out the responsibilities of the State agency for child welfare, which include "... establishing standards of child welfare services State-wide in scope; providing leadership in developing State and local services for children; help with funds when necessary, to establish specialized programs local units cannot provide; and . . . supervising of both public and private programs of child care." (32) Typical duties of State child welfare divisions include the licensing of private child placing agencies and institutions, the supervision of private and county institutions for the care of children, interpretation of the child welfare program, and direct services, by case workers assigned to counties, in local county offices.

Federal participation in child welfare programs includes, among other things, setting of standards, publishing of information regarding child welfare, research concerning the extent and variety of means and methods of providing services, consultation service for agencies, and administering and developing child welfare services, including demonstrations of particular services or methods of administering services (32). At the Federal level, the most important single agency dealing exclusively with children's problems is the Children's Bureau, which publishes information relating to the welfare of children, develops standards for their protection, and administers grants to States under the maternal and child welfare provisions of the Social Security Act. Among the other important functions of the Bureau are investigating and reporting upon all matters pertaining to the welfare of children and child life, as well as cooperating in international programs for child welfare (80). "The Bureau's

emphasis is upon those aspects of security which come from the promotion of the health and personal development of the child."  
(26)

### Private Child Welfare Agencies

Theoretically and ideally, public agencies render all child welfare services provided for by law and take all cases except as limited by statutes; private agencies are free to experiment and to develop techniques and standards. Actually, the child welfare worker in a private social agency is often concerned with the same problems that confront the worker in a public agency. Both public and private agencies render protective services for children, provide care for children dependent by reason of their parents' inability to provide adequately for them and for children mentally and physically handicapped, and provide services for emotionally disturbed children. Both public and private agencies also render social services connected with adoption, and in many places private agencies engaged in such work are subject to State or local regulation through licensing.

The worker's duties in private, as in public, agencies depend upon the kinds of services offered by the employing agency, and its size makes a difference in the scope and degree of specialization of her work. For instance, the various functions of a child-placing agency may be combined into one job in a small agency, but are done by several specialized types of workers in a larger agency. An intake worker has the first contact with those seeking the agency's services. These may be parents wanting to place a child either temporarily in a foster home, or permanently in an adoptive home; or they may be prospective foster parents, who want to care for a child on a temporary basis; or they may be prospective adoptive parents. In any case, the worker discusses with the applicants the kind of service sought and describes the services offered by the agency. She discusses with them their reasons for requesting service and, on the basis of the discussion, may accept the application for the type of service requested, or recommend that another type of service be given by the agency; she may refer the applicant to another agency, or reject the case. The decision may be made at the time of the interview, or after consultation with other staff. Sometimes two or three interviews are necessary before a decision is made. If the case is accepted for service, the intake worker obtains certain necessary information from the applicants and arranges for another interview.



Figure 5.—Through home interviews, the social case worker becomes familiar with the interests and qualifications of prospective foster parents.

The homefinder locates homes in which children are placed while their parents are temporarily unable to care for them or while they are being studied and prepared for adoption. She visits these homes and those offered for adoption purposes, to study the physical facilities and the prospective foster or adoptive family and its relationships. She evaluates the home in terms of its suitability for use by the agency in child placement.

Before a child is placed, considerable case work must be done with him and his parents and with the prospective foster parents, to prepare each for the placement. This is the job of the placement worker, who maintains contact with the child and his parents—natural and foster—after placement, to see that it is working out satisfactorily and to help in building a good relationship in the new situation. The exact role of the case worker will vary with the type of placement and with the individuals involved.

The role of a worker in a protective agency is quite different. In such an agency the worker acts upon a complaint "... that a parent is cruel to his child or is neglecting him so that the care

of children is below the minimal standards of that community." (18) In this case the worker must first ascertain the validity of the complaint and explain to the parent the nature of the complaint and what must be done to correct the condition that led to it. She must explain what help the agency is prepared to give in correcting the condition, or what action will be taken if it is not corrected. She must try to help the parent to carry out his parental responsibilities more adequately but, if the parent cannot or will not cooperate, must petition the court to remedy the situation. The worker then has the responsibility of presenting all facts of the case to the court and of making recommendations for appropriate action, although the final disposition of the case rests with the court (18).

In work with children in institutions, in work with unmarried mothers, and in giving various other case work services to children, the case worker has certain specialized duties and responsibilities. In each, however, she must work with the child and his parents and others who are influential in his life, frequently helping with the personal problems of the parents apart from the needs of the child, as well as giving service directly related to the child's needs.

### School Systems

The social worker specializing in the treatment of children's problems may work in a school system as a school social worker.

The National Association of School Social Workers describes school social work as follows:

School social work is a social case work service offered in the school setting. It is a skilled method of working with individual children and their families when difficulties in the school experience develop or important choices are to be made which require individual case work help. This service supplements the contribution of the teacher and other school personnel and is carried out in cooperation with them. As a liaison service, it helps to integrate school and community services for the benefit of children.

Like the medical social worker in a hospital or a probation worker in a court, the school social worker is in a setting where the majority of her co-workers are trained in a discipline other than her own. Hers is an additional contribution, different from that of her fellow workers and with an aim that is compatible, but not identical, with that of the other school staff. She must understand the purpose of the setting in which she works and



Figure 6.—The visiting teachers of a high school and an elementary school in a large city school system (second and third from the left) meeting with the school principal, a juvenile officer from the Police Department's Crime Prevention Bureau, the school nurse, and a counselor to discuss pupils needing help in making adjustments.

"... must take a major responsibility for coordinating her work with that of all the professional disciplines represented in the school. The school social worker is part of a working relationship that has often been referred to as the 'team relationship'." (61)

Although school social workers are by definition employed in a school setting, their titles and the content of their jobs vary greatly. At least thirteen different titles—including school social worker, visiting teacher, counselor, home-school counselor or visitor, visiting counselor—are used to designate these workers. They perform a variety of combinations of services, and there is not yet unanimity of opinion about their function, although efforts are being made to define more clearly their duties and areas of responsibility (61).

Until very recently school social workers were employed almost exclusively in fairly large school systems, which still provide the greatest number of opportunities in this field, although small school systems and rural areas now offer opportunities also.

Ordinarily, the worker is a member of the administrative staff, assigned to individual schools. She may spend all of her time in one school or divide her time between two or more schools. The latter practice is more common; most schools have the services of such a worker only a half day to two full days per week (44).

She is responsible to the school board, the superintendent, and generally also to the principal of the school to which she is assigned. She is also responsible to a supervisor, who generally has both administrative and consultative functions, although a worker in a rural area or one who is the only social worker in a school usually works without direct supervision. The school social worker cooperates with other staff members who are concerned with individual pupils. In large schools and large school systems others besides the teacher and the principal with whom the child and therefore the social worker may be involved are the curriculum supervisor, the teacher supervisor, special education supervisor, nurse, psychologist, psychiatrist, and attendance worker. In the secondary schools others may be involved, such as a counselor, an adviser, or a dean. There is a growing tendency in the larger city school systems for all such special services to be coordinated under a director of student personnel (68).

The worker may be in an attendance department, where her responsibilities may include enforcement of the school attendance law, as well as dealing with other problems of pupil adjustment. In other cases there may be a separation of functions, with one or more people assigned exclusively to attendance work. In such cases the school social worker deals with the truant to try to discover and solve the causes of the child's staying out of school. Cases requiring legal action are referred to the attendance officer. In a few communities attendance officers are social workers trained to deal constructively with children's problems; they are replacing the "truant officer" whose job was merely to locate truants and return them to school. In one community it was recommended that attendance officers should be gradually replaced by social workers (39), and officials of several school systems reported that they were working toward the professionalization of this work, as are some State departments of education.

More often, though, the school social worker works chiefly with children having other difficulties in school. "Principals and teachers, parents, and community agencies refer to the school social worker those children who show academic or emotional maladjustment, socially unacceptable behavior or other difficul-

ties which need attention." (88) Besides working with the problems of the individual child, the social worker also works with parents and others in discussion groups. She interprets the resources of the community to the school, to children, and to parents. "She also interprets to the social agencies the purpose and philosophy of education and the problems of the school in working with some of its children." (88)

In a very few programs the worker may be part of a child guidance clinic which offers psychiatric treatment to children in the school. In this case, she is usually expected to have had specialized training as a psychiatric social worker. (See Bulletin 235-2 in this series.)

### Day Care Facilities

Day care centers in public or private schools, day nurseries, child care centers, or other facilities primarily for children whose mothers are unable to care for them during the day, sometimes employ social case workers (16).

The case worker in a day nursery helps parents who apply for admission of their child to the day nursery to decide whether or not nursery care is appropriate for their child. She is responsible, with other staff members, for determining whether the child could benefit from the nursery's care, and, when necessary, refers parents to other community resources. The case worker explains to the parents what services the nursery offers and the limitations of its service—such as its inability to care for children when they are ill, and the hours during which service is given. "The caseworker will interpret the nursery program as a 'supplement' to the home, explaining the source of its support and the cost of care. She also will give the parent a description of group life activities and philosophy." (94) She advises the parents of their responsibility regarding fees, periodic interviews with the case worker, and attendance at parent-teacher meetings. Before the child enters the nursery, the case worker must obtain all essential information and share this with the teacher. The case worker helps to introduce the child to the nursery and, throughout the child's stay, continues to use her case work skills to assist him with his problems and his family relationships. She has regular conferences with the teacher and the school nurse for a sharing of information and to help the teacher achieve better understanding of the child's behavior (94). The worker has the responsibility, at the end of the child's stay in the nursery, to see the parents again and to participate with

them in any way to help the parents support the child "in leaving this experience and in moving on constructively to the next." (16) Nursery schools may also employ social case workers, who confer with both parents and teachers on the child's behavior and help them to achieve a better understanding of the child.



Figure 7.—A social work student talks with child referred for consultation.

### Correctional Agencies

A case worker with children may specialize in work with children or young people whose behavior has brought them into conflict with the law. In 1947 there were 3,681 State and local probation officers dealing with children's cases only or with both juveniles and adults. About half of the probation officers in juvenile courts were women. (Women usually handle only cases involving girls or very young children of both sexes. Older boys are usually referred to male probation officers.) Not all of the 3,681 were serving as full-time probation officers; some of them had additional duties as welfare workers, sheriffs, clerks of the court, etc. (66).

A report of the National Conference on Prevention and Control of Juvenile Delinquency describes the work of the probation

officer as follows: "Social workers, known as probation officers or counselors, administer this program (probation supervision) . . . following well-established case-work techniques . . . Probation treatment therefore is essentially a task of reorientation, reeducation, a process of guidance and reconditioning in which the relationship between probation officer and child is the vital element which affects the changes or modification in attitudes, habit, and environment needed to bring him into closer harmony with the requirements of society." (57)

The probation officer, who may also be called a juvenile officer or probation counselor, makes a preliminary investigation, to determine whether the child can safely remain in his own home, pending further study and court action, and arranges for detention or other temporary care when necessary; he makes a social study of the child's situation and incorporates his findings in a report to the judge, often with his own evaluation and recommendation, so that it can be used as a guide for the disposition of the case; he supervises the child who has been placed on probation and helps the family to understand the situation and to correct the conditions responsible for the child's having been brought to court (58).

In 1947, 1,610 of the Nation's more than 3,000 counties had no probation service for juveniles (66). Often "children are sent to training schools . . . because there are no probation officers to supervise them and adjust their problems in the community." (9) "In many States, only the few large cities or populous counties have full-time probation officers." (58) In most cases probation officers are appointed by the juvenile court judges, and larger probation departments are headed by a chief probation officer. This field is gradually becoming professionalized, and an increasing number of probation officers, particularly in urban areas, are now trained social workers.

## THE OUTLOOK

### Child Welfare Agencies

There is a growing recognition of the importance of social services for children and of the need for people with specialized training and skills to do this work. But there is still a great deal to be done before all the needs of children for social work assistance are met adequately. According to the U. S. Children's Bureau, "Although significant progress has resulted from the increase in Federal funds, public child-welfare services are still not available to a majority of the children who may need them." (82)

Outstanding needs are for services to children in their own homes; for foster-care services; and for facilities for mentally retarded children, children with emotional and behavior problems, children in minority groups, and chronically ill or convalescent children. Also needed are services for unmarried mothers, emergency and detention care for children, and special institutional facilities (27).

Children whose homes have been broken by divorce, separation, or desertion may need the assistance of a case worker in adjusting to the situation and sometimes in obtaining other needed services. One estimate places the number of children in broken homes at 700,000 (52). Not all of these children will need help from a child welfare worker, but for some of them such assistance will be necessary if they are not to be deprived of the opportunity to lead normal lives.



Figure 8.—Case workers with a public children's agency give a tea for foster parents.

It was estimated that on December 31, 1943, about 225,000 dependent children were being cared for away from their own homes (86). However, many children are placed in foster homes without agency intervention, so that the total number of children

receiving such care is without doubt far greater than the figure given here (52).

There are about 130,000 illegitimate births annually in the United States, and about two-fifths of the unwed mothers are under 20 years of age. This means that in a large proportion of the cases, not only the babies, but the mothers also require the help of a case worker specializing in work with children and young people.

No community has yet made adequate provision for services to all its children who need the social worker's help. Moreover, there are not enough trained workers to give all of the needed services, and the personnel shortage is likely to continue for years to come (85). The Child Welfare League of America reported early in 1949 that there was hardly an agency in its membership that did not have openings for case workers with professional social work training. In 1948, the head of the United States Children's Bureau estimated that at least 15,000 additional child welfare workers would be needed within the following decade. Personnel shortages existed in practically all phases of social work with children (49), and an expanding need for specialists to work with children was indicated by the high birthrate of the 1940's, which was expected to increase the elementary school population by 5,000,000 children. These and other postwar sociological statistics indicate that there will be a continuing and probably expanding need for the services of social workers trained to help children with their problems.

One effort to meet these needs of children has been the setting up of more public care programs for them. The increase in the number of child-serving agencies since the depression has been in the number of Federal, State, and local government rather than of private agencies (51). The opinions of social work administrators interviewed by representatives of the Women's Bureau indicate that the largest number of jobs in this field will continue to be with private agencies. Nevertheless, public employment will become increasingly important and may be expected to furnish a relatively larger proportion of all jobs than it has in the past.

The resources made available to the States under the Social Security Act have made possible much more comprehensive State programs for children— programs of maternal and child health, of care of crippled children, and of other child welfare services. These resources are encouraging the States to extend

their programs both geographically and with respect to types of service given and children reached (5).

By 1945, every State had "established a State public welfare agency or a separate division or bureau of welfare in a State department to carry out welfare functions, including those of child welfare," and in practically every State the number of staff members providing State services increased between 1935 and 1945. "In Maine, the child welfare State staff consisted of two district supervisors when the Social Security Act became operative. By 1945, this staff had gradually been increased to include a supervisor, an assistant, four district supervisors, and a consultant for child-caring agencies and institutions and a psychologist." (85) Mississippi had no legal basis for establishment of a child welfare division in 1935, but by 1945 legislation provided for a child welfare division with a director, two supervisors, a consultant on foster care, and a child welfare consultant (85).

A number of States employ, in addition to child welfare consultants, specialized personnel for technical consultation in adoption, foster care, and day care, for mental health services, and for special service to State institutions (85).

Federal funds were budgeted by a number of States in 1948 for personnel to develop special services for foster care. In 15 of these States, the personnel were to work with children's institutions, especially State institutions; in 12, to give special services in adoption programs; in 18, to improve such services as foster-family care, day care, or licensing of child-placing and child-caring agencies (27).

Before passage of the Social Security Act in 1935, only one-fourth of the States had provision for local public services for children through county organizations under State leadership. By 1948, every State provided ". . . in at least some localities, public child welfare services by local child welfare workers." The expansion of local public service in adoption is noteworthy. Some States in which adoption services were formerly provided only by private agencies are making adoptive services part of the public-welfare program, to meet the requests for such service (27), although this remains primarily a private agency function. Both public and private agencies make a social investigation before an adoption is approved, and this creates a greater need for services.

At all levels, from the international to the small local unit, there is interest and activity in the field of child welfare. In

1947, the Social Commission of the United Nations gave top priority to child welfare on its list of social problems suitable for international action. At that time it approved the short term program of the International Children's Emergency Fund and gave precedence to the organization of long range child and youth welfare services and to plans for machinery to put them into effect (71). United Nations Relief and Rehabilitation Administration, when it was in operation, also included child welfare activities.

All reports obtained by the Women's Bureau in the late 1940's and in 1950, in connection with the present study indicated a continuing demand for workers in this field. Case workers were being used increasingly in child serving agencies; and institutions, as well as child-placing and other agencies, were relying more and more upon them (52). The demand was great for State directors and for consultative services.

The demand for child welfare services in the future will depend to a large extent on the degree to which communities undertake to meet the needs of all those children who have encountered obstacles in the way of leading a normal and happy existence. But the literature and the reports made directly to the Women's Bureau all point to an existing and continuing demand for more well-trained child-welfare workers than are now in the field.

### School Social Work

The comparatively new specialization of school social work offers and will continue to offer many opportunities for women who want to use their case work training in a school setting. As mental hygiene principles have gained widespread acceptance, there has been an increasing recognition of the value of school social workers' services and consequently a greater demand for them. The director of a school of social work reported that graduates with the master's degree were being quickly picked up by schools for this work. Especially since World War II, the number of school social work programs being set up throughout the country has increased rapidly.

War conditions and the rise of juvenile delinquency in the war and postwar period contributed to the increased demand (14). In this period, there was increasing interest in the disturbed condition of family life and in the prevention of juvenile delinquency. School social work programs were looked upon as one way to deal with these problems, and several cities that were not

yet employing school social workers expected to do so in the future (62).

School social work is done both in elementary and secondary schools, ". . . with concentration on its use at the elementary level as a factor in the preventive mental health program." (68) School systems are rarely able to begin a school social work program with a large enough staff to serve all of the grades adequately. Often, even if the school budget permitted, there would not be enough qualified workers available to fill the need. Instead of superficial services to all of the grades, good case work service is usually given first in the elementary grades and, as additional qualified staff can be hired, moves upward into the secondary grades. School social work for high school students, especially to prevent early leaving of school, is increasingly being stressed.

Early in 1950, seven States—Georgia, Illinois, Louisiana, Maryland, Michigan, Texas and Virginia—and Puerto Rico had legislation providing for some type of State-wide school social worker service. In addition, many local school systems had added this service (69). Four hundred and thirty-eight cities of 10,000 or more reported some full-time school social worker service in 1949.

Those who train people for this work and those who employ them agree that school social work is a rapidly expanding field and one in which there will continue to be plenty of opportunities for trained workers.

#### Correctional Work With Children

An estimated 275,000 children appear in juvenile court each year because of delinquency, according to the Children's Bureau. Many more come to the attention of police, but because of incomplete reporting and the difficulty of defining delinquent behavior, there is no accurate estimate of the number of juvenile delinquents or predelinquents. One Federal law enforcement officer said, in 1946, that three-fourths of all juvenile complaints were handled by the "cop on the beat," who went to the parents with the child and straightened out the matter. (For a description of the work of police women, see Women's Bureau Bulletin 231.)

Inadequate though they may be as an index of the need for services for delinquent children, statistics on numbers of children coming to the attention of the authorities are the most reliable measure available. It was estimated that about 23,000 children were in public State and local training schools for delinquents at the end of 1947. Every year 300,000 children ". . . are de-

tained overnight or longer by police and juvenile courts, in detention homes of various kinds or in jails." (52)

All States now have legislation providing either for separate juvenile courts or for specialized jurisdiction and procedures in children's cases (58), so that young people who have come into conflict with society can be helped to overcome their difficulties and to correct their delinquent behavior. This reflects the changed attitude of the public and of people working with children, and a shift in emphasis from primarily punitive measures to corrective or therapeutic measures and greater use of probation officers or case workers to do correctional work with children. From 1933 to 1947 there was a 29 percent decrease in the number of children in institutions for delinquent children (77), partly as a result of the increased use of probation and parole, which permits children to live normal lives with their families or in foster homes while they remain under the supervision of the court.

A Children's Bureau report, based on nearly 115,000 juvenile court cases, showed that in about 30 percent of the cases the children were placed under the supervision of a probation officer (66).

Although most probation officers are not trained social workers and many are political appointees with no special training for the job, progress is being made in raising standards and requiring professional training. Judges are increasingly using the services of social workers in departments of public welfare for cases under investigation or on probation to the court, and the increase in the number of children reported to courts has resulted in more specialized intake services and the addition of case work supervisors (33). Undoubtedly there will be increased opportunities in this field for social workers skilled in case work with children.

## DEMAND

In 1949 approximately 12,000 case workers were employed in public and private child welfare agencies, in addition to about a thousand others in administrative, consultive, and other related categories in these agencies. There were perhaps another 4,000 social workers in schools, day-care centers, and nursery schools, and in correctional work with children. Through the United States Children's Bureau detailed information is available on public child-welfare agencies, but figures on private agencies are estimates based on a variety of miscellaneous and scattered sources.



Figure 9.—A social worker gives final instructions to worker taking child from emergency center to a foster home.

#### Public Child Welfare Agencies

Although private agencies have done much of the pioneer work in child welfare, public agencies have assumed an increas-

ingly important role in this field. There is likely to be increasing emphasis on employment in public agencies, even though private agencies will continue to employ many more case workers, as in 1949 when they employed more than twice as many as did State and local public child welfare agencies (51).

According to the Children's Bureau, there were 2,899 full-time case workers, including 100 administrators who carried case loads, employed on June 30, 1949, in State and local public child welfare agencies. There were no separate statistics for men and women workers, but if their employment in the State of Michigan is representative of the entire country, about three-fourths of the 2,899 child welfare workers were women. On this same date there were 403 vacancies for case workers in such agencies, 14 of them for administrator case workers.

Most case workers with children in public agencies are employed in local communities by large city or county welfare departments. But some are also employed by States to give service in local communities; for example, in 1949, 36 workers on a Midwestern State child welfare staff were serving 114 counties. In addition to the State supervisor of child welfare, this State also employed a field supervisor and five district supervisors, each of whom covered 6 counties; they gave consultive service on child welfare problems to public assistance workers who carried child welfare cases. In 12 counties, there were local child welfare units, to each of which one person was assigned. There were also nine child-welfare workers in two large cities in the State. The remaining eight staff members were supervisors. In 12 additional counties, there was a program under which public assistance workers carried a "protected" or limited load of child welfare cases.

In addition to child-welfare case workers and supervisors, States often employ child-welfare consultants to assist workers in local units and to consult with local officials and with community groups interested in services to children and in the ways in which such services may be provided (6). In some States consultants are specialists in some particular field, such as foster-home care, adoptions, or institutions; and they usually have had experience in community organization as well as in children's problems. Three hundred and five child welfare consultants were employed on June 30, 1949, in State and local public agencies, the majority of them in State agencies. This is probably a type of service that will offer increasing opportunity to women with training and experience in child welfare, as evidenced by the

trend in the States toward a general field staff, supplemented by special consultants in various areas, including child welfare (75).

Statistics on 1948 employment in the Michigan State civil service indicate the importance of child welfare services in the total picture of public social services at the State level. Of 963 persons with a Michigan State civil-service social-work classification in 1948, 105 or 10 percent of the total were engaged in child-welfare activities. Most of these, 68, had the title of child welfare worker, and 21 were child welfare administrators. The others were: 3 youth-guidance field representatives, a youth-guidance executive, 10 child-guidance social workers, a child-placement administrator, and a child day-care administrator (59).

Many of the States on which information was available on employment of child welfare staff, reported vacancies on their staffs. In a few cases there was not enough money to fill these vacancies. Other reasons given for the shortages were: the scarcity of qualified workers; State residence requirements, which sometimes disqualified otherwise well-qualified workers; the lack of an effective educational leave program in the State; and low salaries—especially at the beginning level.

For specialized jobs, such as research, there was only a limited supply of qualified workers, and it was difficult to fill such jobs. The United States Children's Bureau received requests for such specialized workers from States, councils of social agencies, and other employers.

There are practically no opportunities for the beginning worker in the Children's Bureau, which employs only highly specialized people, trained and experienced in their particular field, to serve in a consultive and advisory capacity to States and other agencies concerned with child welfare programs. In 1949 the Bureau employed 27 such specialists, 22 of them women. These child welfare specialists are recruited directly from State, large city, or other local agencies, when a civil-service register of qualified persons is not available. In August 1950 the United States Civil Service Commission announced an examination for Child Welfare Adviser and Child Welfare Specialist, to establish a register from which appointments to these positions would be made in Federal agencies. These are positions for which people with experience, rather than beginning workers, were sought. Qualifications included 2 years of study in an accredited school of social work, plus social work experience, including some experience in a supervisory, consultative, or administrative capac-

ity. For Public Welfare Research Analyst, Child Welfare option, 1 year of study in an accredited school of social work, plus experience in research in the field of social services carried on in a research unit were required.

### Private Child Welfare Agencies

Despite the increasing importance of public agencies in child welfare, the largest number of child welfare workers in 1949 were employed by private agencies. No exact figures were available, but estimates placed their number at about 9,000. The results of special studies made in various areas and some figures on employment in a few private agencies were obtained by the Women's Bureau, and they help to give the employment picture in these areas.

About 200 such agencies are affiliated with the Child Welfare League of America, which, like the Children's Bureau, is a standard-setting, research, and reporting agency, employing only trained and experienced specialists. In 1948, there were nine workers, five of them women, on the League's staff. One of the women worked on information and publications; one was a special consultant for public welfare; another was a consultant for institutes and conferences; and one was a consultant in day care. Another woman was serving as a consultant on surveys, with the emphasis on surveys of child placement and adoption.

Operating agencies, performing direct services to clients, are employers of case workers, and these are the agencies in which the beginning child welfare worker will find her opportunities. A few scattered statistics give some idea of the numbers and kinds of jobs available in such agencies and of the relationship of child welfare to other social work activities.

In the spring of 1946 the Greater Boston Community Council made a study of private social agencies (exclusive of hospital social-service departments) in Boston, Newton, and Cambridge. Forty-four agencies, each employing a total of 20 or more full-time and part-time workers, were included. Among the 450 heads, assistant heads, and case workers, about one-fourth were identified with child welfare. There were no separate figures for men and women (34).

Typical of many private children's agencies in 1949 was one in the Midwest employing 10 social workers, all women. Two were administrators, and eight were case workers who did some home finding and adoption work in addition to other case work. This agency had one vacancy at the time of the report, late in

1949, and it was expected that there would be another vacancy in the spring of 1950. The director said that it was difficult to get qualified social workers because there was no social work school in the State until 1949 and because salaries were low.

Religious groups have long counted children's welfare among their major concerns. "Child-care institutions and agencies were among the earliest social service institutions established and operated in large numbers by the churches." (60) A striking illustration of the prevalence of religious agencies in the child-welfare field is a report of jobs listed with the California Department of Employment, Social Workers Placement Service, late in 1947 and early in 1948. About half of the private agency openings for work with children were with sectarian agencies, as compared with less than one-third of all social work jobs listed by the department during that period. Statistics on children served also show the numerical importance of sectarian groups in the field. In 1947 Catholic child-care services were provided to over 19,000 children in foster homes and about 42,000 children in 369 Catholic institutions. It was reported that there was increasing interest in expanding facilities for foster-home care of dependent children, and foster-agency staffs had been increased. In 146 Catholic institutions that year nearly 17,000 children were receiving protective care and other treatment, and referral services for children were being expanded (54).

Because of increasing governmental responsibility for financial assistance since the 1930's, Jewish family and children's services have largely tended to concentrate on supplementary, experimental, and demonstration programs. In 1948, 30 specialized Jewish welfare agencies employed over 200 social case workers in child welfare work. There was a trend toward greater use of foster homes rather than institutions. This will undoubtedly affect the number and kinds of child welfare specialists hired by Jewish agencies, since home finding and supervision of foster homes are an essential part of a foster-home program.

Many Protestant institutions and agencies caring for children provide case work services, and trained social workers, usually people with strong religious motivation, are increasingly being employed for such work. Although there are no summary statistics on the numbers of social workers employed or of the children under their care, a few scattered statistics are available on the facilities for child care provided by some of the Protestant denominations. In 1948, 46 homes and agencies for children and 9

homes for youth were reported by the Board of Hospitals and Homes of the Methodist Church; there were 62 Episcopal institutions and agencies for child care; and there were 85 child-care and child-placing institutions under the National Lutheran Council (10).



Figure 10.—School social worker confers with a pupil.

### School Systems

In 1949, 438 cities with a population of 10,000 or more, and 4 of the 7 States organized on a county-district basis, employed 1,083 school social workers—or visiting teachers, as they are frequently called—on a full-time basis, according to a United States Office of Education survey. Other estimates indicate that there were at least 1,500 such workers. There are no separate statistics for men and women workers, but men have traditionally held only a small proportion of these jobs (11), although their number in this field has increased since the end of the war. In 1950, 11 percent of the approximately 600 members of the National Association of School Social Workers were men. In Illinois, which had a State-wide program, about half of the school social workers were men, and men were employed as school social workers in a number of other States.

Among large employers of school social workers were Philadelphia with 224 workers, 80 percent of them women; Detroit, with 32 workers, about three-fourths of them women; and Minneapolis, with 31 women serving as school social workers. In one up-State New York city in 1950 it was reported that the visiting teacher program, which had started about 6 years before, employed 10 social workers and 1 supervisor, a woman. It was expected that three or four more workers would be added as soon as the budget permitted and properly trained personnel was available.

Large cities were not alone in their use of social workers in schools. There are many opportunities in rural areas in the States that have some State-wide school social work program, and a number of school systems of 5,000-15,000 school population are establishing school social work programs. In one midwestern town, for instance, with a public school enrollment of 2,000, a woman became a full-time school social worker. Having worked for 5 years in a State public welfare department and having taught in an elementary school for 8 years, she saw the need in her school system for a full-time social worker to help children with behavior, attendance, and other school problems. She convinced the local school board of the need and was appointed to the job.

There is a growing need in school social work not only for those who work directly with children but also for supervisors and consultants. A few States have provided for consultants in this field. One State has had a State consultant for the visiting teacher program since the inception of the program. Another State established such a position and tried for a year and a half to find a well-qualified social worker for the job. By 1950 it was employing one full-time and one part-time consultant, both qualified social workers. The State visiting-teacher association in another State has requested the State to appoint such a consultant (68).

#### Correctional and Other Settings

In 1949 there were approximately 3,000 probation officers, about half of them women, working with children. Most of the women were employed by local juvenile courts, if 1947 figures are indicative. At that time, 1,056 of the 1,972 women probation officers in the entire country were working in local juvenile courts. Only 58 of the women were State probation officers, 24 in juvenile and 34 in other types of courts (55). In 1950 the

Federal court system employed 304 probation officers, only 3 of whom were women. For the most part these officers were dealing with adults, since juvenile cases are referred to a local jurisdiction whenever possible. The Federal courts handle only about 2,000-3,000 juvenile cases annually, and the bulk of these involve boys between the ages of 15 and 18 and are handled by men probation officers. Very little of the women officers' work is with juveniles.

That social workers are sought for correctional work is indicated by calls for social workers to work with delinquents listed with the California Department of Employment, Social Workers Placement Service, in 3 months of 1947 and 1948. Six jobs were listed, one with a State agency and five with local public agencies. Two of these jobs were in institutions.

Comparatively small sources of employment for social workers were nursery schools and day care centers. Although many authorities believe that a really complete day-care service must include social case work and are spreading interest in the education and training of workers for this field, it still afforded only a few opportunities for case workers in 1949.

### Teaching and Research

In 1948-49, 38 of the 46 graduate schools of social work in the United States then accredited by the American Association of Schools of Social Work offered courses in child welfare. Reports from these 38 schools showed a total of 3 men and 23 women teaching courses in child welfare full time and 11 men and 34 women teaching such courses on a part-time basis, either as full-time faculty teaching more than one field or as part-time members of the faculty.

Relatively few persons are engaged full time in research in this field, and there are no statistics on their exact number. However, the Children's Bureau indicated that there were occasional openings in both public and private agencies for people trained in research and with a knowledge of child welfare.

### Geographic Variations in Employment

Child welfare services are not evenly distributed throughout the country. On June 30, 1947, over half of the 2,487 case workers then employed in State and local public agencies giving service to children were in 7 States—Illinois, Indiana, Massachusetts, Minnesota, New York, Ohio, and Washington—which together contained a little more than one-fourth of the total

child population under 21 years of age. The remaining 1,232 workers were scattered over the 41 States and 5 Territories and Possessions which contained three-fourths of the child population (82).

Of the 1947 increase over 1946 in the number of public child welfare employees, the Children's Bureau stated: "Every section of the country shared in the increase in the number of child welfare employees in 1947 as compared with 1946, with an over-all increase of close to 12 percent for the United States as a whole. The Southern States, where the need for additional child welfare personnel is probably the greatest, showed the most growth, with a 15 percent increase in employees. The North Atlantic States showed a 13 percent increase, due chiefly to New York, which added more employees than any other State in this area. The Mountain States as a unit expanded the least, with Nevada and Wyoming showing no change and Arizona and Utah losing child welfare employees." (82).



Figure 11.—A senior student majoring in social work at a State university talks with child in a rural county welfare office where she is getting practice and where she will be employed after graduation.

In general, many more child welfare services are available to urban than to rural areas. Private agencies tend to confine

their activities largely to cities, and there seems to be little indication that this situation will change. Large cities offer many kinds of services for children, and workers specializing in all phases of child welfare are employed. On the other hand, only a public welfare worker, or sometimes a juvenile court worker, may be available in a rural area to serve children. The need for more child welfare services in rural areas is recognized but opportunities for child welfare workers in rural areas are still limited. On June 30, 1947, more than half of all public child welfare case workers paid from State and local funds were located in counties with cities having a population of 100,000 or more, although only 5 percent of all counties in the United States are that large. However, it is to the smaller, rural areas that the Federal Government hopes to bring much needed services. Federal grants have enabled the States to hire child welfare workers for case work service to children in public institutions and State training schools and for work with delinquent children in rural areas. These funds have been used especially in counties with no large cities.

That some progress has already been made in bringing service to children in rural communities is shown by the employment in 1947 of full-time child welfare workers, paid from public funds, in one-fifth of the counties, although child welfare workers were very scarce outside of metropolitan areas a decade before. It was pointed out that this record ". . . is poor indeed until it is realized that at no time before 1946 has more than \$1,510,000 a year of Federal money been available to help States and communities with this work." (49)

"Progress in development of individualized service to rural people through State and county welfare departments has been phenomenal since passage of the Social Security Act." (14) The stimulus of programs of Federal assistance, plus the increasing concern of the community for the welfare of children, will unquestionably serve to increase the provision of service to children in all communities. Meanwhile, the trained child welfare worker will find that despite the great need for staff in rural areas, the largest number of jobs is in urban areas and particularly in the larger cities.

### SUPPLY

All reports show that there were not enough trained child welfare case workers to meet the demand in 1949, and authorities were agreed that existing graduate schools of social work

could not possibly train as many people as were required to close the gap between the number of workers needed and the number available. Although there were no complete statistics on the numbers of persons needed annually for new and vacant positions, or the number of workers entering the field, there are some scattered data that help to give some indication of these numbers.

A study of 115 member agencies of the Child Welfare League of America in the period January 1 to September 1, 1941, shows that 204 case workers and 32 supervisors left their jobs during those 8 months. Only one of these jobs, that of a case work supervisor, was eliminated, and at the end of the period there were—including vacancies by reason of loss of personnel and new jobs—40 case workers' and 11 supervisors' jobs open.

If the other approximately 2,400 private child welfare agencies in the United States were similar to these 115 agencies in the number of vacancies remaining in 1941, there were over 1,000 positions open in private child welfare agencies even before World War II. As early as 1945 the National Commission on Children and Youth found a serious shortage of qualified child welfare workers. It estimated the supply of child welfare workers with somewhere near adequate training at 1,800 and indicated that at least 13,000 trained workers were needed to give all essential services to children (53).

On June 30, 1949, there were, as noted earlier, 403 vacancies in public State and local child welfare agencies, which employ over twice as many case workers as private agencies do. If the same ratio of vacancies to total jobs existed in private agencies as in public agencies at that time, then it seems reasonable to expect that, as in 1941, there were about 1,000 vacancies in private child welfare agencies in 1949. If this conservative estimate is correct, there were approximately 1,500 vacancies in public and private agencies at the end of June 1949.

No statistics are available on the attrition rate among workers in this field. If it is similar to the known rate for nurses in the decade of the 1930's, about 1,000 workers would be needed just to replace personnel leaving the field each year, another indication that the estimate of 1,500 vacancies in child welfare agencies in 1949 is a conservative one.

In 1949 there were obviously not enough people graduated from schools of social work with specialization in child welfare to meet this demand. Although nearly 2,050 people, including about 1,450 women, received degrees from graduate schools of

social work in 1948-49, an analysis of data from a few schools that place strong emphasis on child welfare specialization indicates that perhaps a fourth, or about 500 graduates, were employed as case workers with children.

The number entering this field may be decreasing. The dean of the school of social work of one large university said that there had been a wartime and postwar decrease in the number specializing in child welfare, but some of the increasing number in psychiatric social work will undoubtedly work primarily with children. The need for interesting more young people in child welfare work is recognized, and many schools of social work cooperate with the division of child welfare in the State department of public welfare to provide information to high school students on this work.

Personnel for supervisory and consultant and executive positions was also scarce in 1949. An acute shortage of State directors and State consultants was reported, and many jobs were unfilled for lack of suitable applicants. One reason for this was reported to be the lack of a central agency to which States could go for workers when needed. The lack of qualified workers appeared to be general, although agencies in a few areas, notably large cities like New York, were reported to have little difficulty obtaining trained workers.

Another factor, mentioned by employers in both public and private agencies, was nearness to a school of social work. Agencies close to schools were at an advantage in obtaining personnel. For example, the chairman of the department of social work in one midwestern university said that most of the students wanted to remain in the Midwest and work there. Quite a few of them were interested in work in small communities, although those who came from smaller communities expressed a preference for work in larger cities. The director of this school agreed with others who reported that the shortage of qualified child welfare workers was so acute that the well-trained worker had an attractive choice of jobs.

## TRAINING

### Child Welfare Agencies

Despite agreement on the value of graduate social work training for case workers with children, there have been obstacles at various times in the way of requiring training for all professional staff. Prior to the expansion of public welfare programs during the depression, the social work profession was well on its

way to staffing most private agencies with professionally trained people. But when the public welfare program was expanded rapidly in the 30's, large numbers of case workers were suddenly needed, and many workers without professional training were hired.

Later, during World War II, there was again an increased demand, the effect of which was apparent in children's agencies as early as 1942. A study made by the Washington, D. C., branch of the American Association of Social Workers showed that, while 63 percent of all workers newly appointed in 1941 to children's agencies in the District were graduates of schools of social work, only 58 percent of those in 1942 had this amount of training (70).

The Children's Bureau reported that, in 1946, an examination of child welfare positions under the merit system in a 25-percent sampling of States showed less lowering of standards than was feared. But changes in standards were more marked for case workers, the group most seriously affected by wartime loss of staff, than for the higher classifications, such as child welfare director, or supervisor, or consultant (78).

Since the end of the war, graduation from an accredited school of social work has again become predominantly required of new workers, even though it will be some time before all case workers in child-serving agencies are fully trained. Despite the fact that many child welfare workers today lack professional training, the woman who is planning to enter the field will be at a great disadvantage without it. Even now, with many untrained workers in the field and with an unmet demand for more workers, many agencies seek people who hold the master's degree in social work to fill vacancies, preferring to leave jobs vacant until such workers are found rather than hire unqualified personnel. Indications point unmistakably to the fact that, in the future, there will be no place in professional case work with children for the untrained worker.

Private agencies have generally been ahead of public child welfare agencies in requiring full professional training. But the requirement of training for workers in public agencies has become more common since Federal funds have made it possible for State agencies to provide educational leave stipends for staff members for professional education at schools of social work. In administering the child welfare services program, the Children's Bureau has emphasized the employment by State agencies of staff with professional competence to provide the necessary services.

The Children's Bureau recommends as a minimum standard for local child welfare supervisor: "Satisfactory completion of three quarters or two semesters of graduate training in an accredited school of social work, including supervised field work in case work, and 3 years (within the last 10 years) of successful employment in supervised social case work in an agency maintaining acceptable standards of supervision and service, of which 2 years must have been in case work with children." Substitution of graduate training in an accredited school of social work is permitted for 1 of the 3 years of employment in supervised case work, but not for the 2 years of case work with children. (For a list of accredited schools, see appendix, p. 62).

The academic requirements for senior child welfare worker are the same as those for supervisor, and the worker must have had 2 years of successful employment in a social case work agency maintaining acceptable standards of supervision and service, including at least 1 year in case work with children. Graduate social work training may be substituted for 1 year of the specified employment, but not for the year of case work with children.

The minimum recommended training for the child welfare worker is satisfactory completion of 3 quarters or 2 semesters of graduate training in an accredited school of social work, including supervised field work in case work (87).

A study in 1947 of announcements of State civil service examinations showed that, although graduate training was infrequently required for case workers, it was required more often for child welfare workers than for some of the other categories (67).

The Child Welfare League of America urges its member agencies to require full professional education and training for all case work positions. Recognizing that the supply of such workers is limited, the League does not make a completely trained staff a rigid condition of membership. However, insistence is laid on filling the more strategic professional positions—such as those of case work supervisors, intake workers, and all those responsible for the training and supervision of case workers—with professionally qualified people. The League also stresses the importance of working towards improving the educational qualifications of staffs of agencies through scholarships, work-study plans, educational leaves for staff members whose training is incomplete, and through adequate supervision and in-service training programs.

The League also expects member agencies to be committed to the advancement of professional training for social work and to

lend their resources of funds and leadership to such advancement in their own communities and in their own programs.

In addition, statements of standards resulting from local personnel studies invariably recommend graduation from a graduate school of social work. In institutional work, the Personnel Practices Committee of the Children's Council, Welfare Federation of Cleveland, recommended that the minimum qualification for case workers be ". . . graduation from an accredited 2-year school of social work, preferably with a specialization in child welfare and an additional understanding of children in group care." The Committee also recommended that a case work supervisor be graduated from a 2-year accredited school of social work, and have a minimum of 4 years' experience in an agency of recognized standards, at least two of them in a supervisory capacity and in the field of child welfare. "It is advisable that some of this experience should have been in the field of work with children in the foster home and institution, and that he have an additional understanding of children in group care." (89)

Students specializing in child welfare are given basic social work training and courses aimed at giving them an understanding of children and their behavior. Supervised field experience, preferably at least half of it in child welfare agencies or in school or juvenile court situations, helps the student to acquire skill in working with children and a greater understanding of them.

### School Social Work

The National Association of School Social Workers recommends as desirable training for school social workers a master's degree from an accredited school of social work and a 9-month field-training placement in the social work department of a public school system (69). In addition to the courses required of all social workers and all social case workers, and those courses specifically related to school social work, the student should choose electives from among the following fields: child welfare, child labor, vocational guidance, special services to school children, tests and measurements, and group work, as well as ". . . a concentration of courses on growth and development of the individual."

At least half of the time allotted to field work should be in school social work, and it is preferable that this be in the second, rather than the first, year of training. In this placement the student should have a case load of various types of school problems, such as truancy, behavior problems, personality problems,

learning difficulties, social problems of a retarded or handicapped child, emotional problems, school leaving, etc. A knowledge of the methods and uses of social research is also necessary, and the student should work on individual or group research projects, preferably in the field of school social work.

For those who take only 1 year of social work training, courses in the regular first-year basic core curriculum, including the sequence in social case work, are recommended. Electives should be selected with consideration of what the student needs to know about social work in a school setting. The field work placement should be in a school setting.

For students who are taking less than 1 year of social work training to meet State legislation requirements for certification, courses in growth and development of the individual, social case work, and community organization with special reference to child welfare services are especially desirable. There should be a supervised field work placement in a school or social agency; and if a regular plan is not possible, an 8-week summer placement of this type is suggested.

In 1945 suggestions for certification of visiting teachers were made at a national conference held at the United States Office of Education. It was recommended that there be a minimum, a standard, and a professional certificate. Requisites for a minimum certificate would be a 4-year college course with emphasis on education and the social sciences, including sociology, applied sociology, and psychology. For a standard certificate, requirements would include, in addition to those for the minimum certificate, 1 year of full-time work in advanced courses, preferably in an accredited school of social work or in a cooperative arrangement between schools of education and social work. Holders of the professional certificate would be required to meet the standards for a minimum certificate and to be graduated from a 2-year graduate curriculum in an accredited school of social work, specializing in social case work with children; they would also be required to have had at least 1 year of successful experience as a visiting teacher or school social worker (74).

Although all classroom teachers are required to be certified for their work, it was reported in a 1945 Office of Education study that of all the cities covered that maintained organized visiting teacher services, only a little over half required any professional certificate of visiting teachers. Usually this was a teacher's certificate<sup>1</sup>; only 3 percent required a special visiting teacher's certificate, although a number of States now issue special visiting

teacher certificates (74). In some cities, school social workers had little or no professional training or experience in either education or social work (20). But by 1949 all of the States that provided for some kind of State-wide school social worker service required that the workers have some courses in social work, and some are identifying this as the kind of training necessary or desirable. Some States also require teaching experience or an emergency type of teacher's certificate. One requires a master's degree in education together with a certain number of hours of credit from a school of social work. Another State has indicated the most desirable qualifications as a master's degree in social work, preferably with training in school social work. Local city or rural school systems usually require the equivalent of at least one full year of social work training, and some require a master's degree in social work as well as experience in a children's case work agency (68).

Untrained or partially trained workers can, if they want to obtain full professional training, take the beginning basic courses in summer school; but to complete the training, a leave of absence and attendance at regular sessions of a school of social work are necessary.

"A number of schools of social work, such as Denver, Tulane, Our Lady of the Lake, Illinois, offer summer sessions for individuals interested in beginning training." (68) The School of Social Work of the University of Pittsburgh has a work-study plan. The Nashville School of Social Work, which has been offering training in cooperation with the Visiting Teacher Division of the Nashville city schools since 1942, also experimented in 1949 with a training unit in the Demonstration School of the Peabody Teacher Training Institution.

It is sometimes possible for students in a school of education to plan their undergraduate curriculum to meet the requirements for entrance to a school of social work. "At Indiana University and the University of Illinois the schools of social work and the schools of education have jointly worked out an undergraduate curriculum in the school of education which gives a provisional teacher's certificate enabling students to meet academic requirements for admission to the school of social work. In the plan, the social work field placement in the school is accepted as a substitute for the practice teaching requirement." (68)

<sup>1</sup> For requirements for teaching certificates, see: U. S. Department of Labor, Bureau of Labor Statistics. Employment outlook for elementary and secondary school teachers. Washington, D. C., U. S. Government Printing Office, 1949. 89 pp. (Bull. No. 972.)

### Correctional Work With Children

In many places probation officers are still appointed because of political influence, and few States and communities have adopted minimum standards for their appointment. However, a committee of the National Probation and Parole Association in 1945 recommended that probation officers have a bachelor's degree from a college or university of recognized standing or its educational equivalent, with courses in the social sciences, and 1 year of paid full-time experience under competent supervision in an approved social agency or related field.

Although in a few areas probation officers have social work training, and many feel that such training is desirable, it is seldom required. In-service training has been used frequently to develop the specialized skills required. In some cases the probation departments themselves offer this training, with instruction given by supervisory personnel or specially assigned instructors. Another type of arrangement is one in which the State provides training, as in Pennsylvania, where the State Department of Public Instruction, reimbursed in part by Federal funds under the George-Deen Act, has conducted in-service training courses for correctional workers on the State and local level since the late 1930's. Some colleges and universities have conducted in-service training courses or institutes, open to the probation officers of local courts. Among these schools are the University of California at Berkeley, the University of Southern California, the University of New Hampshire, the College of William and Mary in Williamsburg, Va., and the University of Minnesota (57).

### STUDENT AID AND FELLOWSHIPS

Agencies still hire, although less often than during the war, workers who have had only undergraduate training, to whom they grant educational leave to obtain graduate training in social work. Sometimes a fellowship or other financial assistance is given to the worker. In recent years councils of social agencies have set up revolving funds for professional training (46).

In 1949 the Child Welfare League of America reported that all but 40 of the 150 private and public agencies participating in a League survey had some arrangement for full- or part-time study. To help secure enough qualified workers, agencies were making more and larger grants to help workers obtain the needed training. There were various types of arrangements, but gener-



Figure 12.—Social work student gets better acquainted with child to be placed in foster home by visiting library with her.

ally the student agreed to work with the agency for a stated period after completion of training (46).

Public agencies have been encouraged by the United States Children's Bureau to use Federal funds to finance educational leave for staff members, both newly employed and others, for either the full 2 years of study, or for 1 year, which may be either the first or second year in the graduate social work curriculum. Stipends vary in the different States; in some instances \$125 to \$175 per month is paid to the worker, and in others tuition, travel, and maintenance are paid. In 1948-49 each of the 48 States provided for professional training for staff members. Three States provided for use of Federal funds for payment of salaries to staff on work-study arrangements (an arrangement under which workers carry a reduced case load and go to school at the same time). The funds budgeted probably provided educational leave for about 475 staff members (3).

One State reported to the Women's Bureau that, in the 9 school years up to 1949, during which the United States Children's Bureau funds had been available to States for educational leave

programs, stipends had been given to 62 persons, of whom 27 were still employed by the department as of January 1, 1949. Three were still in school on a second-year stipend.

Some child welfare apprenticeships are also made possible by Social Security Act funds. This is a 2-year plan. The first year is given to training, with 6 months or more at a school of social work, and the remaining time given to work in a rural county with a limited case load under the general supervision of the training unit and day-to-day supervision by the local supervisor. The second year is devoted to full-time employment in a rural public child welfare agency, with continuing supervision by the training unit. The Department of Social Welfare pays \$100 per month for the first year, as well as tuition when necessary. In the second year the local public-welfare unit pays the worker's salary, 40 percent of which, for qualified personnel, is reimbursed from State funds. Apprenticeships are usually taken by recent college graduates interested in social work but without funds for further training (65).

In 1949 the Child Welfare League of America revealed that only one member agency reported making a scholarship available through a school of social work to a student selected by the school and having no connection with the agency or any obligation to accept employment with the agency. However, this was the only 1 of the 150 reporting agencies, public and private, that made the grant directly to the school, on the theory that the best way to assure a supply of trained workers in one agency was to increase the number of qualified workers in the entire field. The majority of the League members used all or part of their scholarship funds for the professional training of incumbent or potential staff members (46).

The typical practice was to make funds available to the agency's staff or to those applying for positions, with the stipulation that they must return to the agency for a full year of paid employment or refund the tuition payment. Professional employees of the agency were allowed to attend a graduate school of social work at one-half their annual salary after 3 years of work and at full salary after 5 years of service and were expected to return to the agency for at least 1 year following the training period (46).

"There is unfortunately a serious dearth of scholarships that may be used for the training of social workers for the public schools." (12) Among the few scholarships available are those offered by the California State P.T.A. for training in psychiatric

social work and for social work in the children's field, including school social work. "Individuals using these stipends are pledged to accept employment in children's agencies or in school systems following training." (68)

In Illinois and Georgia the State Mental Health Authority has granted stipends to members of the school social work staff for graduate training in school social work, with the stipulation that they must return to the staff for a time. The Hogg Foundation in Texas is also making scholarships available for school social work training for people currently employed, but not fully trained, in this field. In addition, some schools of social work have fellowships and scholarships which may be awarded to students specializing in school social work.

In-service training is provided in some places, and various States and local units have workshops, institutes, etc., to provide this type of training for their workers (68).

## EARNINGS, HOURS, AND ADVANCEMENT

### Earnings

On June 30, 1949, according to the United States Children's Bureau, salaries of child welfare case workers in public State and local agencies ranged from less than \$1,500 to over \$3,600; their median salary was \$2,670. This corresponds with the median salary of \$2,640 received in 1948 by women social workers providing direct services to individuals in public agencies in Michigan. The same median was reported for women engaged in similar work in private Michigan agencies; in both public and private agencies average earnings of men doing similar work were higher—\$720 more in public, and \$540 more in private agencies (24).

Nation-wide information on women engaged in child welfare work will be available in 1951 from the United States Bureau of Labor Statistics' current study of the earnings and working conditions of social workers. Meanwhile, only fragmentary information is available on earnings in private agencies in this field.

The California Department of Employment, Social Workers Placement Service, reported salaries offered by various west coast agencies on positions for which workers were sought in late 1947 and early 1948. A range was usually quoted, the exact amount paid to be determined by the worker's qualifications. Salaries

offered by private agencies varied considerably; they ranged from less than \$2,400 to as high as \$3,600 for case workers. There was one opening for a case work supervisor at a salary of \$3,780 to \$4,200, and one for an executive director at \$4,800 to \$6,000. Some of these agencies quoted different salaries for workers with minimum training and workers with full professional training, with differences in annual salary from as little as \$120 to as high as \$600. Most agencies, however, quoted a differential of \$300 to \$360 per year for the two groups of workers.

A large family and children's agency on the west coast, visited by a representative of the Women's Bureau, was paying its director \$8,000 and its assistant director \$6,000. Salaries of eight experienced case workers in this agency ranged from \$3,240 to \$3,600. Forty-eight other case workers, who had completed 2 years of graduate social work training, were receiving \$2,700 to \$3,200; 68 case workers, who had completed at least 1 year but not the full 2 years of training, were paid from \$2,520 to \$2,880. In addition, all workers were receiving a \$240 per year cost-of-living bonus. A small children's aid society in the West employed three women social workers: a supervisor at \$3,600 per year; one case worker at \$3,200; and one part-time case worker at a rate equivalent to \$3,500 full time.

In 13 Greater Boston private family and children's agencies, 114 persons were employed as case workers and case work supervisors in 1948. Ninety-eight of the 114 were graduates of a professional school of social work, and all of the others, except one, had had at least some courses in such a school. The salaries of these case workers and supervisors ranged from \$2,100 to \$4,500, with the majority of supervisors receiving between \$3,000 and \$4,000 and most of the case workers receiving from \$2,200 to \$3,000. Of 282 case workers employed in both public and private agencies in Boston, 17 were being paid less than \$1,500 per year. Only 17 workers received \$3,000 or more, and none received as much as \$4,000. In the spring of 1948 the Personnel Practices Committee of the Children's Council, Welfare Federation of Cleveland, recommended that, for a 40-hour week, case workers in children's agencies be paid from \$2,700 to \$4,500 a year, and that case work supervisors be paid from \$3,300 to \$4,500. For supervisors of day nurseries the recommended salary was \$3,000 to \$4,500 (89).

There is wide variation in salaries paid to school social workers in different school systems, but generally they are the same as

those of classroom teachers, or higher. Differentials known to the Women's Bureau ranged from \$160 to \$500 a year. In 1949-50 visiting teachers' salaries in one southern city ranged from \$3,050 to \$3,650; this was about \$300 higher than salaries of regular teachers with minimum training and no experience. These visiting teachers had a 39-hour, 5-day week, and were employed 9½ months per year. In one west coast city 12 women and 6 men were employed as social workers in the school attendance department. Those who had only the A. B. degree were paid from \$2,700 to \$4,800; those with an A. B. plus 1 additional year of training received \$3,000 to \$5,275; and those who had 2 years of training in addition to the bachelor's degree were receiving salaries that ranged from \$3,300 to \$5,700. School social workers in an up-State New York city were paid between \$2,500 and \$4,150 a year—\$100 more than classroom teachers with the master's degree and with the same amount of experience were receiving. Because the school social workers were chiefly people with at least 5 years of elementary teaching experience, they received more than the minimum rate. Those who had 30 semester hours of graduate training in addition to the master's degree received an additional \$200. The well-trained visiting teacher could reach a salary of about \$5,000 through annual increments.

In May 1949 probation officers, in juvenile and other courts handling juvenile cases in cities and counties of 100,000 or more population, were being paid between \$1,200 and \$4,320; supervisors and others in intermediate positions were receiving \$1,800 to \$5,905; and those holding the position of director or chief received from \$2,410 to \$9,600 (56). In a salary study covering 291 local probation departments in 41 States and including only cities with a population of 25,000 or more, the National Probation and Parole Association found ". . . a wide discrepancy in salaries paid to Negro and white officers holding the same relative positions. In most cases Negro officers receive \$300 to \$500 less per year than their white colleagues." (30) A similar discrepancy existed in salaries paid to men and women. Maximum salaries for women were the same as minimum salaries for men. In only one place, a municipal court, were comparable salaries paid to both sexes. Here the minimum salary for women probation officers was \$100 more than for men, and top salaries were equal. Sixty-three of the 291 local probation departments specifically stated that no regular or dependable provision was made for salary increases, and 80 reported that no pension or retirement plan was operative (30).

Prior to the passage of the 1950 amendments to the Social Security Act, most social workers, as employees of nonprofit organizations, were excluded from Federal Old Age and Survivors Insurance coverage. The new legislation provides, however, for coverage of workers who seek inclusion in the Federal program, upon request or with the approval of at least two-thirds of the agency's employees.

Until the National Health and Welfare Retirement Association was formed in 1945, few agencies provided any retirement plan for their employees. But by 1950 several thousand social workers were covered by this association, which provides security under a group annuity plan for the professional worker on his retirement from practice. Both employer and worker contribute. The plan includes death benefit, privilege of worker to change jobs without losing benefits, and, if the worker leaves the profession for a few years, privilege upon reemployment of beginning benefits again (37). Undoubtedly in 1951 many private social agencies will provide coverage for their case workers under the Social Security Act amendment.

### Hours

Generally the hours in this field are from 8:30 or 9 a. m. to 5 p. m., with some overtime, and sometimes a half day on Saturday. Vacations are usually a month. In school social work the hours are likely to be about the same as those of teachers, although in some school systems social workers may be on a central office, 9 to 5, schedule. There may also be some night work for calls on parents in their homes, since often the most convenient time for both parents to see the worker is in the evening.

Comprehensive information on hours and other working conditions will be available in a 1951 report of the Bureau of Labor Statistics on the economic status of social workers.

### Advancement

Child welfare is a field in which women are in the majority, and this in itself is a help to them in advancing. However, men hold more administrative and executive jobs in proportion to their numbers in this field than do women. Women are more likely to go through the regular channels for advancement—from case worker to senior case worker, supervisor to director of a division or agency—while men often skip some of the steps and become administrators without ever having been supervisors. Nonetheless, women do hold some top jobs in this field, both in



Figure 13.—A case worker supervisor conferring with a case worker to plan for further service to the families for which case worker carries responsibility.

public and private agencies. The membership of the Child Welfare League of America, which represents only a small percentage of all those engaged in social case work with children, had 237 directors of child welfare agencies among its members in 1948. Of the 175 directors who headed public agencies, almost two-thirds were women; of the 62 who headed private agencies, half were women (17). A directory of social agencies in Chicago in August 1946 listed 79 executives of children's agencies, 55 of them women (23).

Women were also in the majority as officials administering public child welfare services in State agencies. Early in 1948 there were 37 women and 20 men administering services to children, exclusive of all services to crippled children and other health services, in State agencies (4). The children's divisions of public welfare agencies in such widely scattered States as Alabama, Wisconsin, and New York in 1950 were headed by women. The children's services division in city and county welfare agencies were also commonly administered by women. The Portland, Oreg., and Hamilton County, Ohio, agencies were among the many local public agencies in which this was true.

The United States Children's Bureau has also always been directed by a woman, and women headed some sections and divisions of the agency in 1950.

### ORGANIZATIONS

The most inclusive child welfare organization is the Child Welfare League of America, established in 1920, following the suggestion of a White House Conference that there be a national, private organization devoted to the problems of the dependent child. In 1948 the league had a membership of more than 200 child-care agencies and other organizations whose primary concern was child welfare. Approximately 15 percent of these agencies were municipal, county, or State bureaus (63). The Public Administration Clearing House describes the activities of the league as follows: "Serves as a consultant to member agencies; lends staff members as teachers to universities, colleges, and schools of social work; makes surveys at request of members and nonmembers, including civic, fraternal, religious, and legislative groups, for purpose of studying needs of dependent children and of reshaping and strengthening child welfare programs to meet these needs; formulates standards for child welfare agencies; holds national and regional conferences." (63) Membership is open to both governmental and voluntary agencies, and associate membership is open to such groups as councils of social agencies, schools of social work, clubs, committees not operating programs of child care or protection (36).

There is no separate professional organization for all child welfare workers; those who are qualified by training and experience may join the over-all American Association of Social Workers, described in the final bulletin in this series.

The National Association of School Social Workers, organized in 1919 as the American Association of Visiting Teachers, had early in 1950 approximately 600 members, 89 percent of them women. There is a senior membership for those with at least a year of professional education plus some experience in teaching or as school social workers. Active members are persons in practice meeting the following requirements: A bachelor's degree or its equivalent *or* standard teacher's certificate in the State where training is completed or in which the worker is now employed, *plus* 1 year of evaluated successful teaching experience. Substitutions accepted for the teaching experience are: Practice teaching in an accredited school of education or teachers' college, such as meets the requirements of the particular in-

stitution, *or* 1 year of evaluated successful experience as a school social worker, *or* 1 school year of field work placement in school social work while a student in an accredited school of social work. Associate and contributing members are professional and lay persons interested in helping to promote the purposes of the association. The association has these main purposes:

- improve the quality of social service in the schools;
- interpret the need for such service;
- help define and raise standards for personnel, professional education, organization, and administration affecting practice;
- increase the body of knowledge and skill relating to practice;
- help in adapting mental hygiene principles to the educative process in elementary and secondary schools (69).

The National League to Promote School Attendance is “an organization for education, pupil adjustment, attendance, and school social welfare service.” In 1948 it had about 750 members, including attendance officers, principals, teachers, child welfare workers, and others interested in the welfare of children (63).

Specialized child welfare workers may join other special organizations in this field. The National Association for Nursery Education, with a membership of 900 individual members in 1948, was organized “To provide a medium through which those who are interested in nursery education can exchange ideas, and through which they can cooperate as a group with other agencies concerned with the education and developmental welfare of early childhood.” (36)

For probation officers there is the National Probation and Parole Association, which in 1948 had a membership of 34,000 individuals and corporations. The association is concerned with problems of juvenile delinquency, as well as with adult offenses; it conducts studies, carries on campaigns for improved legislation and administration, conducts an annual conference, and recommends standards for personnel (36).

The National Child Labor Committee is not a professional organization but is composed of 18,000 members “. . . interested in protecting children against premature employment and improving their educational opportunities.” The agency advocates and works for legislation relating to the employment of minors, conducts investigations and surveys, and “encourages adaptations of secondary school curricula to meet needs of students and extension of counseling and guidance services.” (63)

## SUGGESTIONS TO THOSE CONSIDERING TRAINING FOR CASE WORK WITH CHILDREN

Basic to success in child welfare work, as in any other field, are adequate training and certain personal attributes. Ideally, the worker comes to the field equipped with a bachelor's degree, the symbol of her preprofessional training, which should have included courses in such disciplines as economics, political science, psychology, sociology, statistics, biology, and other fields (2). Following this, she should have taken 2 years of study at a school of social work, including field work, so that she comes to her job with an appreciation of and some practice in actual case work situations.

Those already working in this field warn that the prospective child welfare worker must not confuse a fondness for children with the desire or ability to work continuously for their welfare. Rather, she should be sure she will be able to work effectively with children and also with adults, with whom she will have many contacts. Because she frequently can accomplish most for children by working with adults, her job may involve as many or more contacts with adults than with children, and it is important that she be able to establish constructive working relationships with both.

The woman who does case work with children must be prepared to deal with a wide range of problems and community conditions (91). She must know what community facilities are available and should take part in community planning and action, especially as they relate to child welfare, but she must know how to use her energies most effectively and not spread her energy over too many activities (32). Understanding, integrity, and the ability to inspire confidence and establish rapport are important in this work.

The young woman just entering this field should keep in mind that a variety of choices is open to her in case work with children and try to focus her interest on something more specific than "work with children." Certain skills and personal qualities are desirable for all those who do social case work with children, but the emphasis varies for different specializations within the field, and additional skills—such as legal or medical knowledge—are sometimes necessary.

The worker in the child protection field can best offer help by working through the parents, or through other adults who are concerned with the child's welfare, and it is important, therefore, that she really enjoy working with adults (25). She must

have respect for people, regardless of their circumstances, and a fundamental regard for their rights. Child protection involves, too, a knowledge of court procedure and the ability to appraise the legal aspects of cases (19).

The worker who specializes in child placing must gain experience in the selection and supervision of foster homes. Lack of skill may mean serious danger to the child (91). The experienced child placement worker will be well grounded, not only in generic social work and in the techniques of working with children, but also in psychiatric social work (8). If the worker is specializing in the placement of children in convalescent foster homes, she needs a background of non-technical but "intelligently useful" medical information, some idea of the cost of hospital care, and of the "complexities of medical organizations." (90) The worker who is more interested in the medical than the children's agency phases of the work may prefer to work in a medical setting such as a children's hospital. (See Bull. 235-1, on Medical Social Work, in this series.)

The licensing personnel of children's agencies should be professionally trained social workers, sufficiently experienced to



Figure 14.—A school social worker conferring with parents in their home.

know voluntary and public welfare programs for children. They should be able to evaluate case work practice, be skilled in teaching professional and lay groups, and in consultation. Some institutional experience is helpful, and sound judgment and the ability to get along with people are most important (28).

The school social worker must be a stable person, capable of dealing constructively with the problems of children who are referred to her; and she must be able to operate in a setting in which most of the other workers are trained in a discipline other than her own and may be critical of her efforts, or, on the other hand, may expect more of her than she can possibly accomplish. She must not only know her own field of social work but must also have a basic understanding of school organization, its historical development, and emphasis given services in the educational system (43). She should become familiar with the requirements of the State in which she plans to work and take training that will enable her to obtain appointment.

For probation work, intellectual and emotional maturity, integrity, and the ability to get along with people are needed. Obviously, for work with juveniles, a liking for and ability to get along with children are important. A knowledge of court procedure and the legal aspects of cases is essential.

The social worker who is engaged in work with minority groups must bring to the job not only social work training and experience but a knowledge of anthropology and sociology, of the cultural factors that are involved in their life. Understanding must be brought to work with groups who have not been assimilated into the larger group and whose culture differs, often in many and important respects, from that of the general society. The worker must be able to understand and to accept this behavior, if she is to work effectively with children in this setting and help them to achieve a stable and satisfactory life.

Social case work with children not only requires technical skill and high personal qualifications but also makes heavy demands on the worker's energies, emotional as well as physical and intellectual. In return, however, the worker has the tremendous satisfaction of knowing that she is helping to build a better citizenry.

## EMPLOYMENT BEFORE WORLD WAR II

### Child Welfare Agencies

Social workers' use of case work techniques and skills to help children is the result of a comparatively new concept of child

care and of community responsibility for the well-being of children.

In an earlier period the responsibility of a community for its youth hardly went beyond provision of mere subsistence for the dependent child. In the American colonies care for the child, whose needs were not being met in his home, followed the English pattern, which at that time provided for the forced apprenticeship of dependent children. For centuries, the child thus apprenticed in England was given sustenance adequate for a bare existence and sometimes received some industrial training, but neither his education nor his well-being was a primary consideration. The chief concern of the overseer of the poor was to prevent the neglected or dependent child from becoming a public charge and to save the government money (42). This same principle guided the American colonists in their planning for the care of children who required assistance from the community, and in 1636 the Plymouth Colony set up an indenture system for neglected children, patterned after the system the colonists had known in England.

Throughout the seventeenth century, the workhouse, the county almshouse, and the endowed parish school received "poor orphans, children being brought up improperly because of poverty, disordered lives, or carelessness of their parents; and illegitimate children." (42) The workhouse cared for the aged and the infirm and provided a trade education for young apprentices who were sent there, sometimes at the age of 7 or 8, in order that they might contribute to their own support (42).

In the county almshouse infants and children were placed together with the mentally ill, the feeble-minded, the diseased, the alcoholic, and the criminal—as well as the destitute of all ages. It was a common practice to apprentice children from the almshouses to workmen, in whose homes they lived and by whom they were to be taught a trade. The only care for those in the institution was from older inmates; the mortality rate was high.

Almshouses were established as early as 1660 (81), but it was not until 1729 that the first orphanage was established in America. This was a privately supported institution, connected with the Ursuline Convent in New Orleans. Not until 1790, when an orphanage was established by the city of Charleston, South Carolina, was there a publicly supported orphanage in this country (29). Private religious agencies were the sponsors of most of the early orphanages, whose greatest—and perhaps only—virtue was their care of children exclusively, in contrast to the then

much commoner type of institution in which children and adults of all ages and character were thrown together indiscriminately (81). The apprenticing, or "binding out," of children at an early age, a custom with deep roots in the public welfare practice of an earlier period, was continued in the orphanages, as it had been in the county almshouses. Many of these orphanages were only temporary shelters, until the child could be apprenticed.

From 1866 on, some State and some county homes for children provided a higher standard of care for children placed in them. Toward the end of the nineteenth century, more than 200 years after the appearance of the almshouses in the middle of the seventeenth century, there was increasing emphasis on the placement of children in private homes, where they would receive care conducive to their growth and development. Some of the State institutions even began to consider themselves only temporary shelters for children, until homes could be found for them, and some States provided that no child should be kept in a State school for more than 60 days. If the child remained in the school at the end of the 60-day period, evidence had to be presented to show that every effort had been made to place him in a foster home (29).

Meanwhile, Children's Aid Societies, from the middle of the nineteenth century on, and Societies for the Prevention of Cruelty to Children—beginning with the one incorporated in New York City in 1875—sprang up all over the country and promoted better care of children in need of aid. In this early period of work for the welfare and protection of children the emphasis was upon the enactment of laws, punishment of offenders, and the use of police authority. For many years there was a lack of sympathy with the principles of social work. But this situation changed in about 1910, when personnel with training and experience in social work rather than in law enforcement were appointed to child protection positions in certain cities. Such appointments brought about a change of emphasis in child services in a number of cities (19).

Standards of child care came to include "proper food, clothing, housing, health and medical service, both general and vocational education adjusted to the child's ability, play opportunities, home training in an atmosphere of affection and loving discipline, and effective participation in some form of group life outside the family." (42) And the function of the child welfare case worker was to work toward this goal.

In Illinois, Mothers' Aid legislation was enacted in June 1911. Earlier that year, in April, a Mothers' Aid law covering Jackson County, Mo., had been passed. By the end of 1929, 44 States, the District of Columbia, and Alaska and Hawaii had such laws (29). Under the Federal Social Security Act, Mothers' Aid, now known as Aid to Dependent Children, provided broader coverage than was provided in most of the State laws (1). The effect of the Social Security legislation was to make financial assistance to children State-wide, to make more services available to a greater number of children, and to increase the participation of public agencies in the total child welfare program.

Although the depression had increased government participation in welfare programs, including child welfare programs, "Prior to 1935 only 26 States had, within their State public welfare agencies, divisions responsible for providing or supervising services to children on a State-wide basis." Many States had no State-wide public service primarily for children, with the possible exception of a State institution for delinquent children, or, perhaps, for dependent children (85).

Passed in 1935 and subsequently amended, the Social Security Act made provision, in addition to other funds, for Federal



Figure 15.—A case worker talks with foster mother and children in their home.

grants-in-aid to the States to develop special services for the protection and care of homeless, dependent, and neglected children and to children in danger of becoming delinquent, in predominantly rural areas and in other areas of special need. The funds may be used by the States to pay for the graduate social work training of staff. The Act provided also for programs of maternal and child health, for care of crippled children, and for other child welfare service (5).

By July 1, 1940, all of the 48 States, the District of Columbia, Alaska, Puerto Rico, and Hawaii were cooperating with the United States Children's Bureau in the administration of child welfare services (76). By June 30, 1940, salaries of 735 child welfare workers employed in State welfare departments and cooperating units were being paid in whole or in part by Federal funds; 495 of these workers were giving direct services in local communities; the other 240 were engaged in State service, including organization of community child welfare activities, consultation to local workers, and specialized types of services related to the development of adequate care and protection (52). Training supervisors or consultants were employed in 40 States (35). In some States there was also a gradual extension of local child welfare services through larger State and local appropriations (?). In 1941, 15 workers were employed in 5 States to make investigations of adoptions referred to the State department concerned with child welfare, and a special adoption supervisor, devoting full time to adoption work or to the supervision of adoptions and foster home placements, had been appointed in Alabama, in Massachusetts, and in Minnesota (84).

Meanwhile, private children's agencies continued to serve the largest number of children and to employ the largest number of social case workers. The trend away from institutional care involved more skilled case work in placing children in foster homes.

In 1938 there were in the United States 72 Catholic child-placing agencies with some 15,000 children under foster care, and 326 institutions for dependent and neglected children with a total population of 39,545 children. By 1941 population in Catholic child-caring institutions had declined to about 34,000 (45). Social workers were used in placement of children in both private homes and institutions. In the spring of 1938 every Catholic child-caring home in the New York City archdiocese employed a lay social worker, and there were 11 such workers by 1940 (47).

In 1939 about 50 agencies reporting to the Council of Jewish Federations and Welfare Funds were caring for 11,561 children. Between 1929 and 1939 the proportion of these children placed in Jewish foster homes (rather than in institutions) had increased from 44.4 to 61.3 percent (22).

### School Social Work

School social work began in 1906 and 1907, with programs in Boston, New York City, and Hartford. In all three cities agencies outside the school system financed these programs. At that time workers in two of the cities were called visiting teachers, and in the third, home and school visitor. In Hartford and New York City the service has since become part of the school system. New York City in 1913 and Rochester, N. Y., in 1914 were the first two cities in which the board of education employed and financed a visiting teacher service.

In 1921 the Commonwealth Fund, with the aid of the Public Education Association of New York, established the National Committee for Visiting Teachers and put on a demonstration of the value of school social work in the prevention of juvenile delinquency. This demonstration took place in 30 communities, 21 of which continued the program after the 8-year demonstration period. In 1928 one authority said of the program, "It has been able not only to extend the work to the communities included in the program, but also to furnish a wide variety of illustrations for other communities which may wish to introduce it." (43) In this period and ". . . until 1942, when the work was taken over by the public schools, the White-Williams Foundation in Philadelphia made a definite contribution in training visiting teachers and developing philosophy and standards, of value to schools throughout the country." (69) By 1930 there were 244 such workers in communities representing 31 States. For the most part, they were in the larger cities; small communities and rural areas often felt unable to afford trained personnel (93). The program did not continue its growth during the depression years; in 1941, there were only about 250 such workers in half of the States (15).

### Correctional Work with Children

In 1878 Massachusetts passed the first probation law in the world; it provided for a probation officer for the city of Boston. Previously probation work was done chiefly by volunteers, and, in fact, the practice of using volunteers continued and has endured to the present time. When the first juvenile court was

established in Chicago in 1899, probation was its "chief cornerstone," and from that time on the development of juvenile courts and the use of probation service in the treatment of juvenile delinquents made fairly continuous and rapid progress. The rapid growth of specialized probation service for juveniles is shown by the fact that, while there were only 2 States with juvenile probation officers before 1900, 34 States and the District of Columbia had such service by the close of 1907. Ten years later only one State had no juvenile probation law. Although the proportion of workers in this field who were women was smaller than in many other social work fields (in some of which women comprised as much as 90 percent or more of all workers), their number was fairly large. In large cities about 40 percent of juvenile court probation officers were women; and in smaller places there was often a man and a woman on the staff. The United States Children's Bureau also employed a specialist in delinquency and one in training schools.



Figure 16.—Undergraduate students in social work at a State university observing and assisting at a local clinic for crippled children.

### WARTIME CHANGES

World War II increased and intensified the problems of children and young people. Their family security was threat-

ened by migrations, separations, and uncertainties, and by the changes in family living that resulted from the absence of fathers in military service and the increased employment of mothers in war work (31). In February 1944 the mothers of nearly  $4\frac{1}{2}$  million children under the age of 14 were employed;  $\frac{3}{4}$  million of these children were in homes from which the father was absent (52). It is not surprising that expenditures for day care for children of working mothers increased greatly; in 30 urban areas included in a United States Children's Bureau social statistics study, the increase between 1940 and 1942 was more than 20 percent (79).

Nor is it strange, in view of the wartime strains on family life and on children, that the cost of treating and caring for juvenile delinquents rose. Expenditures increased 14 percent for institutional care for delinquent children and 10 percent for probation and other services for delinquents (79). To meet the special problems arising from congested and inadequate housing and school facilities and from lack of wholesome play and recreation opportunities, some States added a specialized worker in day care or juvenile delinquency to their child welfare staffs (50). Child services for which costs changed less were foster home care, protective services, and care of dependent children in institutions (79).

However, child-serving agencies, public and private, were faced with greater demands for service at the same time that personnel was scarce and turn-over unusually high. Public agencies were especially hard hit because of the greater expansion of their services during the war. At the end of 1942, 320 of the 1,008 existing positions in public State and local child welfare agencies were vacant (92). In April 1943 more than one-third of the total budgeted child welfare positions in public agencies in Idaho, Utah, and Nevada were unfilled (21).

By July 31, 1944, 2,245 full-time child welfare staff members in public welfare agencies were providing non-institutional services to children in the 48 States, the District of Columbia, Hawaii, Alaska, and Puerto Rico. Of these 2,245 workers, 1,734 were providing direct services to children; the others were doing supervisory work or were specialists (83). Most of these workers were women, although prior to World War II men were entering this field in increasing numbers (11).

The Federal Government assisted States and local units in providing day-care services in this period. In August 1942, \$400,000 was allocated from the President's Emergency Fund

to the Office of Defense, Health, and Welfare Services to pay certain expenses of a wartime child welfare program, including allotments to the United States Office of Education and Children's Bureau for advisory and supervisory services and grants to the States for State and local administrative services, but not for the operation of programs. Under this program, the Children's Bureau provided a technical person in each regional office to advise State and local welfare agencies on foster-day-care and standards for children's centers as well as for general child welfare services. It was reported in January 1943 that nearly 100 trained workers had been made available to State departments of education and welfare, and a larger number were at work in critical local areas (31).

Private agencies although they expanded less than did public agencies, also felt the effects of greater demands for service and of the shortage of qualified workers. By November 1943 there were about 400 current and prospective vacancies in professional positions reported by 242 agencies affiliated with the Child Welfare League of America. At the end of the following year there were orders on file at the Social Work Vocational Bureau, which served as a national clearing house for social work jobs and applicants, for 393 child welfare workers. Some State child welfare departments maintained standing orders with the Bureau for an unspecified number of workers. The total number of child welfare jobs represented by current orders was estimated to be at least 500 (40).

Personnel turn-over, which was greater during the war than it had been previously, intensified the personnel problems of child welfare agencies throughout the country. Though they offered higher salaries, agencies frequently experienced great difficulty in finding satisfactory replacements for staff members who left. It was reported that apprenticeship training, as a substitute for graduate training in an accredited school of social work, was reappearing to an important extent in private agencies, and that there was an increasing tendency in public agencies to hire college graduates without social work training for beginning case worker positions (41). In many instances, both public and private agencies provided for current or later attendance of untrained workers at a school of social work.

During the war, as before, sectarian care was an important part of child welfare service. Jewish agencies continued to emphasize foster home care, but, like others, found the problem of finding foster homes aggravated by the housing shortage, the

break-up of servicemen's homes, and the withdrawal of many foster homes because of the higher cost of living (64). Catholic agencies provided day care and placed increasing emphasis on skilled social worker services for children, both by members of religious orders and by lay social workers. In 1943 about 25,000 "religious" were caring for children, and members of the religious orders were enrolling in increasing numbers in schools of social work. The majority of Catholic institutions for children had case work services attached directly to the institutions or provided by city-wide or diocesan-wide organizations of Catholic Charities (48).

Statistics from schools of social work give some indication of the kinds of work women trained in social work and specializing in case work with children were doing during the war. One large eastern school gave some rather detailed information on the jobs of 194 graduates, October 1940—October 1941, who were employed March 1, 1942. Forty-eight of these graduates, 41 women and 7 men, were doing social work with children. Thirty-one of the 48 worked in children's agencies, and the others worked with public assistance agencies, schools, churches, and other organizations. The majority were in private, noninstitutional agencies, which employed 24 women and 4 men. Another 4 women worked in private institutions, making a total of 32 in private employment. Over half, 18, were with sectarian agencies. Sixteen of the 48 graduates were employed by public agencies—9 local, 6 State, and 1 Federal.

Of 233 graduates in the year October 1941—October 1942, who were employed on March 1, 1943, 48—42 women and 6 men—were doing social work with children; another 3 men were working with delinquents. Only six of the graduates—one man and five women—working with children were employed in institutions, all of them private. Thirty-seven worked for private, noninstitutional agencies, 24 of them sectarian. Only five of the workers were employed by public agencies—one by a territorial unit of government, one by a State agency, and three by local government agencies. All three of the men engaged in work with delinquents were employed by local units of government.

These figures, if typical of other schools as well, indicate that during the war, as previously, most graduates of schools of social work specializing in work with children found employment with private agencies, often sectarian, and largely in noninstitutional settings. Those who were employed by public agencies were chiefly in local agencies, and only a very few

went into Federal Government service. Chief employers of child welfare workers were children's and family agencies, and only a few graduates specializing in child welfare worked for such employers as courts, schools, churches, and hospitals.



Figure 17.—A volunteer at a Community Chest Agency and a child get better acquainted through play.

### VOLUNTEERS

There are few opportunities to do social case work with children as a volunteer, largely because of the nature of case work, which involves a skilled professional service and a continuing relationship. Sometimes qualified women are used for such work, but not in any great numbers.

A New York City children's agency that used volunteers found that they were especially helpful as "big brothers" or "big sisters," in work with children who presented mild behavior and reactive problems. The volunteers were carefully selected, were at least 20 years old, and had to promise to serve for a minimum of one year. Most of them had college training. People were chosen who liked children and enjoyed being with them,

and who were mature and emotionally integrated themselves. They had to be flexible in their attitudes, so that they could benefit from professional supervision. Each volunteer had a professional case work supervisor, and it was felt that the contribution made by the volunteers justified the time required to supervise them (38).

For the most part, however, volunteers working with children are used only in activities not involving case work, such as transportation and clerical service.

## APPENDIX

### Minimum Requirements for Beginning Civil Service Position as Child Welfare Worker in the Board of Public Welfare and as Social Worker in the Juvenile Court of the District of Columbia<sup>1</sup>

(As taken from Announcement No. 99 [Assembled], issued May 4, 1948, amended September 21, 1948, closed October 5, 1948.)<sup>2</sup>

*Age:* Eighteen years of age or over but under 62 (waived for veterans).

#### *Education and Experience:*

1. (a) Completion of the following work in a college, university, or school of social work of recognized standing: 2 courses in social case work theory and principles, 500 hours of supervised field work in social case work, and 6 additional courses in one or more of the following fields: child welfare, juvenile delinquency, probation and parole, psychiatric information, medical information, social legislation, labor problems, social group work, community organization, public welfare administration, or social research. (A year of study in an accredited school of social work including supervised field work will be accepted as fulfilling this requirement.) PLUS

(b) One year of experience in social case work;

OR

2. Completion of 2 years of study in an accredited school of social work.

#### *Physical Requirements:*

A physical examination is required before appointment. Amputation of arm, hand, leg, or foot will not disqualify an applicant for appointment, but loss of foot or leg must be compensated by use of satisfactory prosthesis. Vision with or without glasses must be sufficiently acute, and near vision, glasses permitted, must be acute enough for the reading of printed material the size of typewritten characters without strain. Applicants must

<sup>1</sup> In June 1950 the beginning salary on this position was \$3,825.

<sup>2</sup> For more complete and later information, consult latest announcements of the Civil Service Commission in first- and second-class post offices.

be able to hear the conversational voice, with or without a hearing aid. Applicants must be free from emotional instability and have no history or presence of serious mental diseases. Any physical condition which would cause the applicant to be a hazard to himself or others, or which would prevent efficient performance of the duties of the position, will disqualify for appointment.

Schools Of Social Work In The Continental United States  
Accredited By The  
American Association Of Schools Of Social Work<sup>3</sup>  
[As of September 1950]

Atlanta University School of Social  
Work,  
247 Henry St., S.W.,  
Atlanta, Ga.

Boston College,  
School of Social Work,  
126 Newbury St.,  
Boston 16, Mass.

Boston University,  
School of Social Work,  
264 Bay State Road,  
Boston 15, Mass.

Bryn Mawr College,<sup>4</sup>  
Carola Woerishoffer Graduate Depart-  
ment of Social Economy and Social  
Research,  
Bryn Mawr, Pa.

Carnegie Institute of Technology,  
Department of Social Work,  
Pittsburgh 13, Pa.

Catholic University of America,<sup>4</sup>  
National Catholic School of Social  
Service,  
Washington 17, D. C.

College of William and Mary,  
Richmond School of Social Work,  
901 Franklin St.,  
Richmond 20, Va.

Florida State University,  
Tallahassee, Fla.

Fordham University,  
School of Social Service,  
134 East 39th St.,  
New York 16, N. Y.

Howard University,  
Graduate School of Social Work,  
Washington 1, D. C.

Indiana University,  
Division of Social Service,  
122 East Michigan St.,  
Indianapolis 4, Ind.

Louisiana State University,  
School of Social Welfare,  
Baton Rouge 3, La.

Loyola University,  
School of Social Work,  
820 North Michigan Ave.,  
Chicago 11, Ill.

Nashville School of Social Work,  
412 21st Ave., South,  
Nashville 4, Tenn.

New York School of Social Work of  
Columbia University,<sup>4</sup>  
2 East 91st St.,  
New York 28, N. Y.

Ohio State University,<sup>4</sup>  
School of Social Administration,  
Graduate Program,  
Columbus 10, Ohio.

<sup>3</sup> This list is subject to change. For more complete and later information, write to the American Association of Schools of Social Work, 1 Park Ave., New York 16, N. Y. Catalogues are available on request.

<sup>4</sup> Offers doctor's degree in social work.

Our Lady of the Lake College,  
Worden School of Social Service,  
San Antonio 7, Tex.

St. Louis University,  
School of Social Service,  
221 North Grand Blvd.,  
St. Louis 3, Mo.

Simmons College,  
School of Social Work,  
51 Commonwealth Ave.,  
Boston 16, Mass.

Smith College,  
School for Social Work,  
Northampton, Mass.

Tulane University,  
School of Social Work,  
New Orleans 15, La.

University of Buffalo,  
School of Social Work,  
25 Niagara Sq.,  
Buffalo 2, N. Y.

University of California,  
School of Social Welfare,  
Berkeley 4, Calif.

University of California at  
Los Angeles,  
Department of Social Welfare,  
Los Angeles 24, Calif.

University of Chicago,<sup>4</sup>  
School of Social Service  
Administration,  
Chicago 37, Ill.

University of Connecticut,  
School of Social Work,  
17 Broad St.,  
Hartford 5, Conn.

University of Denver,  
School of Social Work,  
Denver 10, Colo.

University of Illinois,  
Division of Social Welfare  
Administration,  
Urbana, Ill.

University of Kansas,  
Department of Social Work,  
Lawrence, Kans.

University of Louisville,  
Raymond A. Kent School of Social  
Work,  
Louisville 8, Ky.

University of Michigan,  
Institute of Social Work,  
60 Farnsworth Ave.,  
Detroit 2, Mich.

University of Minnesota,<sup>4</sup>  
School of Social Work,  
Minneapolis 14, Minn.

University of Missouri,  
Department of Social Work,  
Columbia, Mo.

University of Nebraska,  
Graduate School of Social Work,  
Lincoln 8, Nebr.

University of North Carolina,  
Division of Public Welfare and  
Social Work,  
Chapel Hill, N. C.

University of Oklahoma,  
School of Social Work,  
Norman, Okla.

University of Pennsylvania,<sup>4</sup>  
School of Social Work,  
2410 Pine St.,  
Philadelphia 3, Pa.

University of Pittsburgh,<sup>4</sup>  
School of Social Work,  
Pittsburgh 13, Pa.

University of South Carolina,  
School of Social Welfare,  
Columbia, S. C.

University of Southern California,  
School of Social Work,  
Los Angeles 7, Calif.

University of Utah,  
School of Social Work,  
Salt Lake City 1, Utah.

<sup>4</sup> Offers doctor's degree in social work.

University of Washington,  
Graduate School of Social Work,  
Seattle 5, Wash.

University of Wisconsin,  
Department of Social Work,  
Madison 6, Wis.

Washington University,  
George Warren Brown School of  
Social Work,  
St. Louis 5, Mo.

Wayne University,  
School of Public Affairs and Social  
Work,  
Detroit 2, Mich.

West Virginia University,  
Department of Social Work,  
Morgantown, W. Va.

Western Reserve University,  
School of Applied Social Sciences,  
Cleveland 6, Ohio.

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