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## WORKS PROGRESS ADMINISTRATION

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Division of Social ResearchRESEARCH BULLETINORGANIZATION AND PROCEDURES  
OF  
THE ALABAMA DEPARTMENT OF PUBLIC WELFARE

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## PREFACE

In response to many requests that a study be made of social work practice in rural areas, the Research Section of the Division of Research, Statistics and Finance of the Federal Emergency Relief Administration initiated such a survey in July 1935. (The study was completed by the Division of Social Research of the Works Progress Administration.)

A staff of three social workers made a preliminary survey of three predominantly rural counties in different parts of the country--Escambia County, Alabama; Redwood County, Minnesota; and Wicomico County, Maryland. These counties were chosen primarily because in each of them an organized social work program, established prior to the depression, was still functioning and because the administration of general relief had been and still was carried on under the supervision of a State organization.

A comparative analysis of the material gathered in these three counties revealed the value of State planning and assistance in the establishment of organized social work in these counties and the need for continuous supervision in the development of rural social work practice.

As a result of this analysis, it was decided to undertake a survey of the work of the State Department of Public Welfare in Alabama and of the Board of State Aid and Charities in Maryland with special emphasis upon the relationship of these agencies to rural public welfare agencies. These surveys were made during February and March 1936.

The following report is intended to show the organization of the Alabama State and local public welfare services, the extent and nature of the supervisory responsibility assumed by the State agencies, and some of the effects of their leadership.

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## GENERAL APPRAISAL

The history of social work in Alabama reveals the gradual development of improved programs of relief and service in behalf of under-privileged groups. Definite steps taken in Alabama show more purposeful planning and action than characterize the history of social work programs in many states.

Certain convictions about programs and practice on the part of the leaders in the development of social work appear to have had notable influence upon the Alabama program:

1. Strong state leadership, with administrative powers and trained personnel, is necessary if organized programs of social work are to reach persons in need in rural areas.
2. Services are as essential as material aid in meeting the needs of under-privileged groups if progress is to be made in the prevention of social problems.
3. Progressive opportunity for formal training of personnel is of major importance if the quality of work done by persons beginning as untrained workers is to improve steadily and meet adequately the needs for social work.
4. Whereas coordination of social work services is desirable in any community, it is essential in rural counties faced with a dearth of financial resources and qualified personnel.
5. Knowledge of the work of the agency must be freely shared with the lay public, and the administrative policies and principles of practice must be built in close cooperation with board members and members of the official governing body of the county if the program is to be perpetuated and developed with gradually increased understanding and acceptance by the general public.

Such guiding principles carried into action during the last two decades have effected a relatively uniform program over the state. The pattern established by the state administration has been adopted by county workers who have done much to interpret the program to officials and the lay public.

ORGANIZATION AND PROCEDURES OF  
THE ALABAMA DEPARTMENT OF PUBLIC WELFARE

I. Fore-Runners of the Department

Social welfare leaders in the State of Alabama generally agree that the State Department of Public Welfare was established in 1935 as a result of the influence of the Social Security Act. There was little organized opposition to the bill, most of the articulate public evidently appreciating the possible advantages of such a department.

Moreover, the people of the state had been gradually preparing for such a step. Public welfare services had developed rapidly during the last two decades. Statutory provisions for relief and services for under-privileged persons had been strengthened and broadened. The old poor relief and almshouse provisions had been proved inadequate. 1/ The results of the State Child Welfare Department's work in extending services to the under-privileged had become apparent. The advantages of the relatively liberal allowances to families by the Relief Administration had been demonstrated. Consideration of these earlier developments is essential for understanding of the present state public welfare department.

Child Labor Laws

Alabama was one of the first states in the Union to establish legal protection against child labor. 2/ The work incident to enacting and enforcing the child labor laws gave impetus to the continued development of state legislation for the protection of child life. An early child labor law enacted in 1887 was repealed in 1894, but another child labor law adopted in 1903 remained on the statute books. In 1919 it was provided that the enforcement service should be administered by the newly created State Child Welfare Department. In 1935 administration was transferred to the newly authorized State Department of Labor. 3/

Juvenile Courts

The next legislative enactments of primary significance in the social work field were those emphasizing the needs for services to under-privileged children. The original state-wide provision for juvenile courts in 1907 was strengthened in 1909 and 1915 and subsequently amended in 1923 and 1931 to effect improved professional service and closer cooperation with the Child Welfare Department.

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1/ In 1803 the first "poor law" appeared on the state statute books. This law provided for the construction of almshouses or for the boarding care in private homes of indigent aged persons who needed nursing and medical care.

2/ At the first meeting of the National Child Labor Committee, held in April 1904 in New York City, Reverend E. G. Murphy of Alabama was chosen secretary in recognition of his history of successful work in effecting improved state legislation in Alabama.

3/ The law enacted in 1919 and amended in 1931 places the minimum age for industrial and commercial employment at 14 years, and the maximum hours of labor for youth 14-16 at 8 per day and, 48 per week.

Child Welfare Department

The Act of 1919 establishing the State Child Welfare Department gave it authority "to receive children through the juvenile courts and to place them in family homes under supervision, to advise with judges, and probation officers in the state as to the care and protection of children, to require reports from courts and institutions, to make surveys and use other methods of fact-finding as to social conditions throughout the state." When the Alabama Children's Aid Society dissolved in 1923, the Child Welfare Department took over its activities as well, thereby becoming the only public child placing agency in Alabama.

Legislation providing for the organization of county child welfare boards was enacted in 1923. Some progress in child welfare work was made during the next few years, but the rapid development of county units came after 1927 when a close working relationship was established with the State Board of Education. At that time the legislature appropriated \$850,000 a year to the State Board of Education for a school attendance fund. It was agreed that the county child welfare units should be used to promote school attendance, while the Department of Education would contribute at least three fifths of the salary of each superintendent of child welfare appointed in the counties.

By 1932, all but one of the counties in Alabama had a county child welfare program. The functions of the State Child Welfare Department, after the redefinition resulting from the revision of the law in 1931, may be summarized as follows:<sup>1/</sup>

1. To seek out, through investigation, complaints from citizens, or otherwise, the minor children in the state who are in need of care and protection and, as far as possible, through existing agencies, public or private, or other resources, to aid such children to a fair opportunity in life.
2. To make social surveys.
3. To report on social conditions to the Governor and to the people of the state.
4. To advise with judges and probation officers and aid in improving the organization and work of juvenile courts.
5. To visit and inspect all state, county, municipal, and other agencies and institutions, public or private (including maternity hospitals), which receive, place, or care for dependent, neglected, or delinquent minor children, for the purpose of determining the adequacy of facilities offered.

<sup>1/</sup> Summarized from Annual Report of Child Welfare Department, September 1934, p. 21.

6. To license annually all institutions and agencies (including maternity hospitals) except those under state ownership and control, which care for, receive, or place minor children.
7. To establish and maintain homes or other agencies for the care of dependent, neglected, or delinquent minor children.
8. To enforce the state child labor law.<sup>1/</sup>
9. To solicit, receive, and hold "gifts of value" for the support and development of its work.

The Child Welfare Department was governed by the State Child Welfare Commission, consisting of three ex-officio members (the Governor, the State Superintendent of Education, and the State Health Officer) and six additional members appointed by the Governor with over-lapping terms of six years. This commission appointed the director of the department and had power to select the other employees and fix their salaries. Under the rules adopted by the commission, the director nominated members of the staff subject to the approval of the commission.

The Department included four divisions: the Division of County Organization, Division of Child Care, Division of Institutions, and Division of Child Labor. The staff was composed of the director, the administrative assistant, the supervisor of each of the four divisions, a physician and a home finder in the Division of Child Care, and a field staff serving this division and the County Organization Division. In 1934 the County Organization Division had a field staff of five and the Division of Child Care had four visitors.

In January 1933, when the Alabama Relief Administration was set up, practically the entire staff of the State Child Welfare Department, except the Division of Child Care, and all county superintendents, except six, were lent to the Relief Administration. During the following months most of the child welfare services were neglected in the concentration on emergency relief.

In April 1934 the State Child Welfare Commission began to reclaim some of the staff and to rebuild both the state staff and the county child welfare units. This reorganization was generally effected over the state by the fall of 1934.

One reason for making the official loan of staff had been to deter the county child welfare superintendents from leaving the state to take better paid positions with relief administrations already functioning elsewhere. The 1934 report of the Child Welfare Department describes the situation as follows:

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<sup>1/</sup>When the 1935 Legislature transferred the responsibility for enforcing the child labor law to the State Department of Labor, the same person who administered the legal provisions under the Child Welfare Department continued to carry the responsibility.

"At the time the Alabama Relief Administration was organized, 12 county child welfare superintendents had accepted positions in states where relief administrations had begun to function and where salaries were not only larger but were paid in cash. At that time, many Alabama counties were paying salaries and expenses with warrants. On the recommendation of the department, practically all county child welfare superintendents were made directors of relief. Only 6 counties retained special county child welfare workers..."

In making the loan of staff, the Child Welfare Department also had recognized the advantage to the state of placing the administration of relief in the hands of persons already conducting similar work in the counties, although by so doing the child welfare services were bound to suffer. The 1934 report expresses the Department's viewpoint as follows:

"The need for emergency relief in January 1933 was apparent. The further need for having relief administered on a social basis was also apparent to both the Child Welfare Department and the Relief Administration. Alabama was certainly one state in the Union which had a public social service unit in practically every county which could be immediately mustered into the administration of relief. It is believed that relief in Alabama has been administered successfully and wisely through the use of these already established public social service units. But it is clear that relief in itself, however well administered, cannot meet the many needs of dependent, neglected, and delinquent children, children with mental and physical handicaps, children living in homes where gross immorality prevails, children without homes, and other children whose conditions call for social service, both remedial and preventive."

#### State Provisions for Use of County Funds

While providing for the Child Welfare Department, the state had broadened the permissive power granted to county commissioners for the use of county funds to meet specific types of relief needs. In 1923 the state granted permission to the counties to use their funds for the payment of board for children under 16 in family homes approved by the State Child Welfare Department. In 1927, it was made illegal to place any child under 18 years of age in an almshouse. In 1931, provision was made for County Courts of Commissioners or County Boards of Revenue<sup>1/</sup> to extend relief to children under 18 years of age.

Also, in 1931, provision was made for counties to meet "emergency" needs of indigent persons in their own homes, with the qualification that "in case of temporary relief on account of illness, such relief cannot be extended beyond a reasonable length of time." In counties with no almshouses, the commissioners were permitted to apply county funds to the support of indigents at a sum not exceeding \$8 a month.

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<sup>1/</sup>County governing bodies in Alabama are called County Courts of Commissioners when the judge of probate court is an official member of the group. The governing body is a County Board of Revenue when the judge is not officially a member of the group.

In November 1932 an act was passed empowering and authorizing the governing body in any county, with the approval of the State Child Welfare Department, "to make other and further provision for the care of the poor and needy of each county." This act permitted the extending of poor relief to aged in their own homes on a more permanent basis than before and the granting of temporary relief to families in which children presented special relief needs.

#### The Emergency Relief Program in Alabama

The first grants by the Reconstruction Finance Corporation to individual Alabama counties were made in September 1932. By the early part of 1933 all but three counties in the state had applied for and obtained R.F.C. money for emergency relief.<sup>1/</sup> It was all locally administered, the county officials drawing liberally upon the services of their respective child welfare workers for help in establishing their relief offices in accordance with the requirements of the Federal office.

The Alabama Relief Administration to administer R.F.C. funds was established by official proclamation of the Governor on December 31, 1932, and held its first organization meeting January 1, 1933. The first relief granted to families through the Alabama Relief Administration was given in February 1933. Counties readily responded to the opportunity to obtain money for relief purposes and quickly set up their own relief organizations. Although they were expected to match the state grants as nearly as possible this was not mandatory. All rural counties were soon disbursing more money for relief in a month than they had ever before spent in a year for the care of dependent persons.

The person selected by the Governor to serve as director of the Alabama Relief Administration was retained by the succeeding Governor. He had been director of the Alabama Industrial Development Board and regional field worker in the relief program of the R.F.C., prior to his appointment as state administrator. He seemed to appreciate the importance of the contribution to be made by the social work division, for he developed his state program in such a way as to afford full opportunity for this division to function. When county relief programs were set up he sought persistently to protect and further the interests of the unemployed for whom the programs were established. He met the opposition of local officials who had political rather than social interests and succeeded in winning the support of major political groups.

The director of the Relief Administration cooperated with the Child Welfare Department in its reorganization effort in 1934. The counties were no longer required to contribute to relief funds, but their contribution to the newly reestablished child welfare programs was regarded by the state relief administration as "local participation." Later, the administrator gave his support to the public welfare bill and urged the members of his staff to explain its provisions, in their contacts with the general public.

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<sup>1/</sup>It is noteworthy that the probate judges up for re-election in those three counties were all defeated because of their opposition to applying for R.F.C. funds.

Effect of Federal Supervision

Disapproval of Federal administrative standards and regulations for relief was expressed from many quarters. In some areas the minimum rate of pay was considered too high for any group of relief labor. Others would accept the rate of 30 cents an hour for white labor on relief projects but not for Negro labor. The administrative order that assignments to work projects should be made without regard to race met with opposition where the number of projects was limited. The standard of adequacy recommended by the Federal administration and adopted by the Alabama state administration was also opposed, particularly in rural areas. Of all Federal policies the one causing the most resentment was the unprecedented practice of extending relief to strikers.

The commissioner of the new Department of Public Welfare told the observer that in two years of Federal supervision the state had made notable advances in social thinking, although many deep convictions remained unmoved. In his opinion, to effect really fundamental changes, Federal supervision should continue.

He cited a situation in one of the large cities of the state which had a conservative Public Welfare Board. When the coal miners struck in the fall of 1935, the Board took the position that the Federal government would force it to feed the strikers; and anyway if the Board failed to do so, there would be riots and killings. The strikers were fed, - helped by more local money than had ever before been subscribed for any local disaster.

The commissioner said that he himself in carrying out the new public welfare program used the threat of Federal pressure as a last resort in dealing with "stubborn politicians." He generally tried to present Federal standards to the public as desirable, and to establish them throughout the state on their merits.

The commissioner said he had observed that rural counties resisted state and Federal supervision and guidance less than urban communities. He attributed this difference in part to the fact that the cities for many years had been accustomed to making their decisions about relief independently of state leadership, 1/ whereas the relief problem was new and overwhelming to the rural communities. The commissioner added that in his opinion the state had been more successful in rural than in urban areas in effecting non-political administration. This was largely due to the quality of personnel filling executive positions in rural counties. His theory was that well educated, personally attractive women with executive ability "impressed" the rural county officials, who yielded to their judgment. Urban officials, on the other hand, were more accustomed to this type of women and less in awe of them.

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1/ Relief work in the cities prior to 1932 had usually been administered by a local group acting independently of the local unit of the child welfare program. In rural counties, local child welfare workers were looked to as co-ordinators of relief work and services to under-privileged children.

Some of the other members of the Department of Public Welfare administrative and supervisory staffs added that they liked the feeling of belonging to a nation-wide social movement which their position as members of the Federal program gave them. This comment came especially from professional workers who had attended schools of social work outside the state. They felt a responsibility for imparting this feeling to all interested persons, in order to make the Federal program more acceptable to the lay and official public of Alabama.

## II. Establishment of the Department

The Alabama Department of Public Welfare was established in September 1935 in accordance with the provisions of the Alabama Department of Public Welfare Act approved August 27, 1935.

### Purpose and Functions

The aim of the Department, as stated in the Act, was to be "the promotion of a unified development of the welfare activities and agencies of the state and of the local government so that each agency and each governmental institution shall function as an integral part of a general system."

Its duties and responsibilities may be stated briefly as follows: 1/

1. Administer or supervise all forms of public assistance, including general home relief, outdoor and indoor care, and old age pensions; perform duties having to do with the determination of need and authorization of relief, formerly the responsibility of the Alabama Relief Administration;
2. Exercise all the powers, duties, and responsibilities of the former State Child Welfare Department;
3. Help county or municipal governments to organize their welfare functions; supervise these welfare activities; compile statistics and other information relative to public welfare, make surveys, and in other ways ascertain the facts which cause or contribute to the need for welfare activities;
4. Issue certificates to applicants for staff positions, who have met qualifications prescribed by the State Board;
5. Assist other departments, agencies, and institutions of the state and Federal government requesting help;
6. Act as the agent of the Federal government in welfare matters, and in the administration of any Federal funds granted to the state for the Department;
7. Designate county departments as its agents to perform any of its functions;
8. Administer "such welfare functions as may hereafter be vested in it by law;"

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1/ See Appendix A, Department of Public Welfare Act, Section 8.

9. Provide a mental hygiene program of non-institutional care in the interest of preventive work and general mental hygiene activities.

The law further states, however, that "No power herein conferred shall be so exercised as to impair or infringe the powers, authorities, and functions of the boards and officers governing or controlling the Alabama Insane Hospitals, Partlow State School, Alabama Boys Industrial School, State Training School for Girls, Alabama Institute for Deaf and Blind, State Health Department, Juvenile Courts, and Courts of Domestic Relations."

In accordance with these provisions, the Department of Public Welfare took over all duties and functions of the Alabama Relief Administration and of the State Child Welfare Department. The only exception was the administration of the state child labor laws, which was transferred to the jurisdiction of the State Department of Labor provided for in legislation approved on September 11, 1935.

Practical Operation of the Department

The Department of Public Welfare Act placed supervisory and advisory as well as administrative responsibility on the Department. Definite power was given and a specific duty was imposed upon the Department to "administer or supervise all forms of public assistance." It appears that the intent of the Act was to establish an agency which would have the supervision of local welfare administration and in addition would have the power to administer a local welfare program if the local agency failed to meet the needs.

The legal powers, duties, and responsibilities of the former State Child Welfare Department, taken over by the State Department of Public Welfare were generally supervisory in nature. However, the Department's relation to the local probate courts in regard to adoptions was advisory in character while it had administrative responsibility with respect to wards of the State Department and of children brought into the state without bond.

In actual practice the Department did not always assume the type of responsibility specified in the law. Its policy was generally to exercise less than maximum authority. Members of the state staff explained that communities long accustomed to low standards of living, imposed by mining companies or mills, stubbornly defended their meagre provisions for social welfare and strongly resisted state interference. The State Department therefore generally established relationships with local units or individuals under supervision or care, in accordance with what appeared to the local worker to be most helpful as well as consistent with good public welfare work. Thus the representative of the Department "advised with" a County Board of Public Welfare on which all five county commissioners were serving, and gave almost no supervision with regard to the local program, although offering supervision on social work practice to the local director. The state staff seemed to feel that if the Department exercised its full powers before it made a thoughtfully planned

effort to help the communities appreciate the need of protecting handicapped groups, its whole program might be cancelled through organized opposition on the part of the communities.

#### Financial Support

Since the Department of Public Welfare Act and the state Public Assistance Act met the requirements of the Federal Social Security Act, Alabama became entitled to receive Federal funds for Old Age Assistance and Aid to Dependent Children. The Department of Public Welfare became the agent to administer these funds.

After enacting the law, the state legislature appropriated \$99,000 for administrative expenses and for the care of wards of the new department. This represented only a provision of \$15,000 for administrative service in addition to the amount already appropriated for the annual expenses of the old Child Welfare Department - approximately \$84,000.

The Federal government through the F.E.R.A. furnished the bulk of the funds for the State Department's activities through December 1935. The Department took over the administration of a grant of \$250,000 which the F.E.R.A. had made to the state through the Alabama Relief Administration in September 1935 for relief and administration on a temporary basis. An additional \$537,500 was advanced by the F.E.R.A. to the Department of Public Welfare in October. Except for about \$12,500 reserved for administration, this money was to be advanced to counties on a four-to-one matching basis to meet relief needs until December 30, 1935. The advances were made under an agreement that the county units of the Department of Public Welfare would accept responsibility for relief to all classes of unemployable persons, and extend help to employable persons pending assignment to W.P.A. Most of the counties met these terms through November and December.

In January and February 1936, funds from Federal and state sources were rapidly reduced and by March were completely exhausted. In January and February, however, some \$200,000 was made available for relief from State gasoline tax funds. Since these funds could not be applied directly to relief, the F.E.R.A. was reimbursed with this fund for expenditures for work relief under the 1935 road-building program. The F.E.R.A. then transferred the refunds to the State Department of Public Welfare. Some funds were still available from this source in February when a special session of the legislature was called to enact new revenue measures for school, health, and public welfare programs.

Two bills were placed before the legislature. One would renew the one-cent gasoline tax diversion of 1935 with which state funds had been raised to meet Federal grants-in-aid for work relief. Part of the proceeds of the tax for 1936 would be applied to meet direct relief needs.

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The other bill asked for an appropriation of \$700,000 to carry the relief and service program to September 1936 and an appropriation of \$1,000,000 for the succeeding fiscal year, direct from the general funds of the state treasury. This would have satisfactorily met the requirements of the Federal agencies granting aid for special groups of handicapped persons.

The proposal to renew the gasoline tax met with great opposition and this bill failed to pass the legislature. The legislature did pass a bill, which the Governor signed on April 16, 1936, appropriating \$250,000 from the state treasury for each of the years, 1936, 1937, 1938, and 1939 to be used for public assistance and administration under rules and regulations of the State Board of Public Welfare.

### III. State Organization of the Department

#### The Board

The Department of Public Welfare Act provided that the State Department of Public Welfare should be governed by a State Board of Public Welfare. The Governor should serve as chairman of the Board and appoint the six other members "on the basis of recognized interest in welfare work".<sup>1/</sup> It was stipulated that at least two of the Board members should be women. The regular term of Board members should be six years. They should receive no compensation but should be reimbursed for expenses incident to attending Board meetings.

The functions of the Board, according to the Act,<sup>2/</sup> should be:

1. To appoint the Commissioner of Public Welfare to serve as executive administrative officer of the Department;
2. In conference with the Commissioner to be responsible for the adoption of policies, rules and regulations for the government of the Board and the Department;
3. To fix minimum standards of service and personnel and to set salary schedules;
4. To decide with reference to the use of grants-in-aid by County Departments of Public Welfare;
5. To approve the annual budget of funds appropriated by the state legislature for the State Department and the budget of Federal funds allotted to the state for the Department;
6. To allocate functions among bureaus and departmental agencies.

#### The Commissioner

The Act provided that the Commissioner should be appointed "on the basis of education, ability, and experience in the administration of public welfare and without regard to residence or political affiliation."<sup>3/</sup> His salary, fixed by the State Board with the approval of the Governor, should not be more than \$3,600 a year.

The Commissioner's duties were outlined as follows:

1. To perform all administrative and executive duties and responsibilities of the State Department subject to the authority of the State Board;
2. To interpret policies, rules, and regulations formulated by the State Board;

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<sup>1/</sup> See Appendix A, Department of Public Welfare Act, Section 3.

<sup>2/</sup> Sections 4 - 7.

<sup>3/</sup> Section 4.

3. To coordinate activities allocated by the State Board to the various bureaus;
4. To submit to the Board budgets of state appropriations and Federal funds allotted to the department;
5. To publish annually a full report of the operation and administration of the Department with recommendations and suggestions;
6. To appoint a director for each bureau within the Department and other necessary personnel.

#### Bureaus

The Act provided for three bureaus to be created within the Department: a Bureau of Family Welfare and Public Assistance, a Bureau of Child Welfare, and a Bureau of Mental Hygiene for non-institutional care. Other bureaus might be set up as the State Board found them necessary.

At the time of the survey the Bureau of Mental Hygiene had not been set up, but the Bureau of Family Welfare and the Bureau of Child Welfare were functioning. A Bureau of Field Service and a Bureau of Accounting had also been organized.

The Bureau of Family Welfare had three divisions: Adult Institutions, General Relief, and Old Age Assistance. The Bureau of Child Welfare had four divisions: Aid to Dependent Children, Adoptions, Child Caring Institutions and Agencies, and Foster Home Care. The Bureau of Field Service was not departmentalized.

This organizational plan was worked out by the executive staff of the Alabama Department of Public Welfare in conference with staff members of the American Association of Public Welfare Officials, the Federal Emergency Relief Administration, and the Alabama Relief Administration.<sup>1/</sup> They rejected a plan for assigning separate field staffs to the Bureaus of Family Welfare, Child Welfare, and Accounting in favor of the plan of having one field staff serve all bureaus. They felt that through one field staff the bureaus would be encouraged to work as a unit, whereas separate staffs might inject a false emphasis upon differences among the various fields of endeavor. They particularly wanted unity between the family welfare and child welfare services. It was further felt that contacts with officials and the general public would be more satisfactory if separate field staffs were not assigned to the several bureaus.

The functions of the Bureaus of Family Welfare, Child Welfare, and Field Service were defined by the Department of Public Welfare in a bulletin issued in February 1936. They may be stated briefly as follows:

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<sup>1/</sup> The provisions of the Act were also largely the result of conferences of members of the agencies named.

A. Bureau of Family Welfare

1. Division of Adult Institutions

- a. Make statistical surveys of almshouses.
- b. Inspect almshouses to determine which ones are filling a need in the counties.
- c. Establish minimum standards of physical care and comfort in almshouses and promote the acceptance of such standards.
- d. Supervise through the County Departments of Public Welfare the investigations of admissions to and discharges from county almshouses and other institutions for indigents in the county.
- e. Close almshouses by devising better methods of caring for residents of these institutions.
- f. Discourage the placing of adults in institutions, either public or private, if these people can be more advantageously cared for in family homes.

2. Division of General Relief

- a. Make plans for the care of needy individuals whose care is not provided for in adult institutions, by old age assistance, by aid to dependent children, or work relief.
- b. Interpret policies for all forms of assistance as set up by the State Board of Public Welfare.
- c. Answer all complaints regarding County Departments of Public Welfare and state policies of assistance.
- d. Refer all requests for information to the proper agency.

3. Division of Old Age Assistance

- a. Determine the needs of old age assistance in Alabama by means of surveys.
- b. Establish policies through rules and regulations for the administration of Old Age Assistance.
- c. Check all reports and applications on Old Age Assistance that are sent in from County Departments to determine if the persons recommended are eligible for assistance.
- d. Investigate cases where appeal has been made to the State Board.
- e. Direct the supervision of recipients of Old Age Assistance in order to safeguard them from exploitation, either by relatives or by fraudulent organizations.
- f. Advise County Departments in the administration of Old Age Assistance.

## B. Bureau of Child Welfare

## 1. Division of Aid to Dependent Children

- a. Administer grants-in-aid to the state under the Social Security Act.
- b. Establish policies and principles and formulate eligibility regulations in order that the public assistance to dependent children under the provisions of this Act may be administered equitably and in a uniform manner throughout the state.

## 2. Division of Adoptions

- a. Assume responsibility for consultant case work service on all adoption petitions filed in the state.

## 3. Division of Child Caring Institutions and Agencies

- a. Prescribe "reasonable" minimum standards for the conduct of all agencies and institutions receiving or caring for dependent, neglected, or delinquent minor children.
- b. License all societies, agencies, and institutions, public and private (including maternity hospitals) except those under state ownership and control, receiving or caring for dependent, neglected or delinquent minor children.

## 4. Division of Foster Home Care

- a. Receive and care for children committed by the 67 juvenile courts.
- b. Assume direct responsibility for about 500 wards, cared for in private family homes.
- c. Supervise the work of finding and investigating foster homes for the care of wards.
- d. Administer the boarding home law.
- e. Assume responsibility for licensing private family homes for the boarding of unrelated children.

## C. Bureau of Field Service

1. Act as a liaison between the other bureaus and the County Departments of Public Welfare.
2. Supervise all functions of the State and County Departments which are performed by the County Departments, such as organization, child and family welfare work, and general office administration.
3. Furnish consultation on case work problems to the county directors.

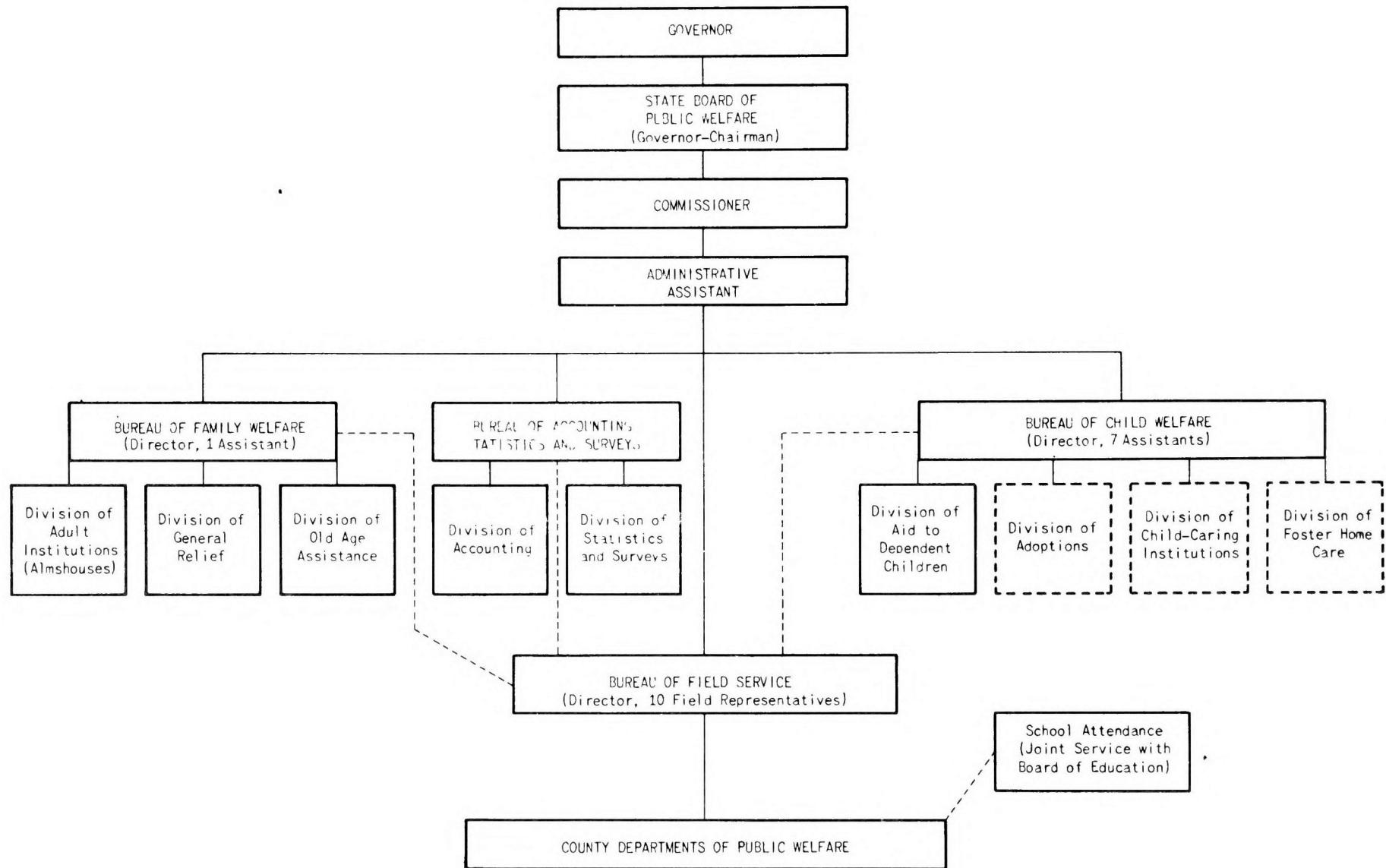
The Staff and Its Inter-Relationships

As indicated in Figure 1, 23 persons filling social work positions were on the state staff at the time of the survey. These included the Commissioner, his administrative assistant, the directors of the Bureaus of Family Welfare, Child Welfare, and Field Service, one assistant in the Bureau of Family Welfare, seven in the Bureau of Child Welfare, and 10 in the Bureau of Field Service. These 10 included nine field supervisors and a case consultant.

The staff members of the Department of Public Welfare were in the process of developing working relationships when the study of the state organization was made. The administrative assistant and the director of the Child Welfare Bureau had worked together for several years as supervisors of different phases of the former child welfare program. The director of the Bureau of Field Service had worked in county agencies during both the relief and child welfare administrations and the director of the Family Welfare Bureau had served as a county child welfare executive and state supervisor of children's institutions in the Child Welfare Department. The familiarity which these workers had with aspects of the preceding programs of relief and service served to strengthen the confidence of the state and local professional staffs in the administration as well as to lend continuity to the program.

The division of responsibility between the Commissioner and the administrative assistant was not strictly defined at the time of the survey. They appeared to be settling one problem at a time, waiting for experience and the needs of the program to establish more clearcut lines of responsibility. The Commissioner held direct responsibility for all decisions relative to grants-in-aid to counties, the selection of staff members, and the development of policies affecting either of these two aspects of the job. In these matters the administrative assistant served as his close consultant. The administrative assistant also edited and issued instructions on the procedures by which the policies were to be carried out, and served as a clearing house for the executive and supervisory workers who brought to her attention the needs of counties, institutions, or groups of persons. In considering such needs she had to consult with the Commissioner. At times she served as the "go-between" for the Commissioner and the staff, usually about specific problems of an administrative nature. At other times the Commissioner followed the policy of inviting members of the field staff and supervisory group to confer with members of the executive group on local problems or of talking to the whole staff as a group about general administrative matters.

FIGURE 1. STATE OF ALABAMA DEPARTMENT OF PUBLIC WELFARE



Likewise the directors of the Child Welfare and Family Welfare Bureaus and their respective staff members were still working out staff inter-relationships, when the survey was made. The extent to which the services of the specialized state staffs were made available to the county workers depended largely upon the extent to which each field representative understood the two programs and conceived of uses for the services. For this reason the directors of these two bureaus were seeking to develop a close working relationship between members of the field staff and members of their respective staffs. They planned to hold individual conferences on specific problems as well as joint staff meetings during the week of each month in which the field staff was in the office.

The director of the Bureau of Field Service conceived her job at the time as largely one of helping the field staff guide county administrators in organizing office routine, making statistical and financial reports, familiarizing county workers with the varieties of service the state staff could offer, and helping the field workers organize their work in such a way that the greatest possible amount of time might be given each county in their districts. She interviewed the field representatives individually as they came in from field trips and reviewed with them the problems they met in the field and other problems that she considered important from her review of correspondence between the counties and the State Department. She tried to impress upon her staff members the importance of working out problems in conference with members of the Child Welfare, Family Welfare, and Accounting Bureaus. The field representatives conferred directly with the case consultant on the staff about case work problems with which local workers needed special assistance.

No definite patterns were adopted by the executive of any bureau for conferences with workers on the state staff. The conferences attended by the observer were informal and indicated that interest was concentrated on the problem at hand.

#### Training and Experience of Staff

The State Board of Public Welfare at the time of the survey had issued no formal description of minimum qualifications for persons serving on the state staff. Assignments to the majority of positions in the Department seemed to have been made entirely on the basis of training, native ability, and experience in social work.

All but three of the social work staff were college graduates and these three had had from a year and a half to two years of academic work of college grade (Table 1). The administrative assistant and one field worker had Master's degrees in social work from accredited schools of social work. Three others had Master's degrees, but in sociology, English, and education, rather than in social work. This group included the Commissioner, whose training and past experience had been in the field of education.

Table 1. General Education of Members of State Staff.  
by Type of Personnel

General Education	Type of Personnel			
	Executives	Supervisors	Visitors (Division of Foster Home Care)	Field Repre- sen- tatives
Total	5	5	4	9
College--two years or less	1	-	1	1
College graduation	1	5	3	6
Master's degree	3	-	-	2

Sixteen of the 23 had had courses in social work at recognized schools of social work. All of these had studied at schools of social work outside of the state as well as in Alabama. In addition to two with Master's degrees, eight had had at least three quarters of graduate work and except for writing their theses or taking special required courses had met the requirement for Master's degrees (Table 2).

Table 2. Professional Training of Members of State Staff,  
by Type of Personnel

Professional Training	Type of Personnel			
	Executives	Supervisors	Visitors (Division of Foster Home Care)	Field Repre- sen- tatives
Total	5	5	4	9
Graduate work				
Master's degree	1	-	-	1
6 quarters	-	-	-	1
3 semesters	-	-	-	1
4 quarters	1	1	-	-
1 year	1	1	-	2
2 quarters	-	-	1	1
1 semester	-	-	-	1
6 weeks	-	-	-	1
Special student				
5 quarters	-	-	-	1
3 quarters	1	-	-	-
Institute (2 six-week periods)	-	1	-	-
Red Cross course	-	-	1	-
No professional training	1	2	2	-

Of the whole staff, all but one had had experience in social work positions, as visitors in city agencies or as county workers under supervision, before taking their present assignments (Table 3). Sixteen had filled positions as supervisors in the Alabama child welfare or relief programs. Fourteen had had experience in teaching and supervisory work before coming into the field of social work.

Table 3. Professional Experience of Members of State Staff,  
by Type of Personnel

Number of Years of Professional Experience	Type of Personnel			
	Execu- tives	Super- visors	Visitors (Division of Foster Home Care)	Field Repre- sent- atives
Total	5	5	4	9
As Supervisora/				
1 year	-	3	-	4
2 years	-	-	-	4
3 years	2	-	-	1
4 years	-	-	-	-
5 years or more	2	-	-	-
As Visitor Only				
1 year	-	1	-	-
2 years	-	-	3	-
3 years	-	1	-	-
8 years	-	-	1	-
None	1	-	-	-

a/All persons with supervisory experience had also had from one to five years of experience as visitors.

The Commissioner, prominent in the field of education in the state, had indicated strong interest in public welfare administration although he had not before been identified with social work programs. His recognition of the importance of consulting professional social workers on the staff regarding all policies, and of observing the standards of professional practice, had done much to develop unity of purpose and confidence in the administration on the part of state and county staff members, local board members, and interested citizens.

The four sub-executives, serving as administrative assistant and as directors of the three social work bureaus, had all had at least three quarters of work in graduate schools of social work. Two had Master's degrees, one in social work and one in English. All four had had

several years of public social work experience in Alabama, serving in various positions, including visitor, county agency executive, state supervisor, and state executive. The ages of the Commissioner and the four sub-executives ranged from 28 to 42 years.

Among the assistants in the three bureaus were five classed as supervisors. All of these had B.A. degrees. Two had had at least a full year of work in a graduate school of social work and one or two years of experience. Two were graduates of the Alabama College for Women at Montevallo, having majored in sociology and taken, as a part of their under-graduate work, a course in casework with supervised field work. Both of these had had three years of experience under supervision in the Alabama program. The fifth was a man with a B.A. degree who had had two years of experience in the emergency relief program and two six weeks' courses in case work prior to taking his position as an assistant in the Family Welfare Bureau. These supervisors were young, their average age being 26 years.

Three out of four visitors in the Division of Foster Home Care extending case work service to the wards of the State Department of Public Welfare, were college graduates. Two were graduates of the Alabama College for Women at Montevallo, having majored in sociology and taken the under-graduate course in case work with supervised field work. The third college graduate had had two quarters of work in a graduate school of social work. All three were under 26 years of age and each had had two years of experience as a visitor before taking her present assignment. The fourth visitor was an older worker who had had eight years of experience under supervision in the foster home work of the Alabama state program and earlier experience in Red Cross work as well as in teaching. These visitors were especially interested in case work with children, and planned to take further training in that field.

Eight out of nine field representatives - eight women and one man - serving under the director of Field Service,<sup>1/</sup> were college graduates. The exception was a graduate of a two-year academic course who had had five summer school courses in social work, two of them in a school of social work, and eight years of experience in social work under supervision. All nine had had some work in professional schools of social work. One member of the field staff had her Master's degree from a graduate school of social work. Four others had had at least a full year of graduate work and several had had one or two semesters. Only one had had as little as a six weeks' course in a professional school and this worker was leaving the staff soon in order to continue her professional education.

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<sup>1/</sup>The number is often given as 10 because the director serves as field supervisor for the two large city areas. A case consultant, also on the Field Service staff, is classified as a supervisor.

All nine field workers had had at least two years of experience in social work in Alabama before taking their present assignments. Four had had experience in both child welfare and relief administration work, one had had only child welfare experience, and four had had only relief experience. The nine had an average of 2.7 years of experience as visitors or as directors of county programs under supervision, and an average of 1.6 years of experience as supervisors before taking positions as field representatives. Six of the nine had teaching experience. The field workers ranged in age from 26 years to 46 years.

The case consultant on the field staff had had four quarters of work, including supervised field work in a graduate school of social work, and one year of experience as a visitor on the state staff.

IV. County Public Welfare UnitsLegal Provisions

The Department of Public Welfare Act of 1935 provided that each county should establish a County Department of Public Welfare which should operate under a County Board of Public Welfare.<sup>1/</sup> The County Department should consist of the County Director of Public Welfare and such employees as the State and County Boards deemed necessary. The County Boards of Public Welfare should take over the rights and duties of the former County Boards of Child Welfare.

The Act provided that the County Boards should consist of seven members, not less than two of them to be women. Board members should be appointed by the governing board of the county from citizens of the county "on the basis of recognized interest in the public welfare". Regular terms of Board members were set at six years. Members should receive no compensation, but should be reimbursed out of the general funds of the county for expenses involved in attending Board meetings.

The duties of the Board were stipulated as follows:<sup>2/</sup>

1. Appoint a County Director of Public Welfare to serve as executive officer of the County Department in accordance with qualifications prescribed by the State Board, without regard to political affiliations.
2. Fix salary of Director and staff in conformity with the salary schedule prescribed by the State Board.
3. Formulate general policies, rules, and regulations for the Department.
4. Pass upon the activities of the County Director.
5. In conference with the County Director fix adequate traveling expenses for the County Director and his staff.

The duties of the County Director were specified in the Act as follows:<sup>3/</sup>

1. Meet regularly with the County Board.
2. Advise the County Board in regard to the activities of the County Department.
3. Perform all administrative and executive duties and responsibilities of the County Department, including:
  - (a) relief to persons in need of assistance;
  - (b) family welfare services;
  - (c) care of dependent, neglected, delinquent and otherwise handicapped children;

1/ Appendix A, Department of Public Welfare Act, Section 10

2/ Ibid., Sections 12, 13, and 14.

3/ Ibid., Sections 13 and 14.

- (d) investigation of applications for admission to and discharges from county institutions providing care and treatment for indigents;
- (e) furnishing reports to the State and County Boards concerning activities of the County Department and concerning the status of the welfare functions within its jurisdiction;
- (f) if appointed by a "court of competent jurisdiction", performance of the work of probation officer of the juvenile court and of agent of the court for making investigations pertaining to the commitments of persons to or discharged from state institutions.

4. Appoint with approval of the County Board the necessary staff, subject (except for clerical staff) to qualifications of training, experience, and efficiency prescribed by the State Board.

The Act also provided that the County Board of Education and the governing board of the county should have authority to arrange for the joint service of public welfare and school attendance by the Director or one or more members of his staff, as was previously provided under the old Child Welfare Board Act.<sup>1/</sup> The County or City Board of Education should have the same proportion of the joint worker's time as the amount appropriate by the County or City Board of Education bore to the total amount appropriated by local officials for the joint service.

#### Selection of Board Members

By February 1936, every county had a County Board and County Department of Public Welfare organized under the provisions of the Act. These were wide differences between counties, manifesting the variation in the ways in which county commissioners interpreted the provisions of the Act. In one county, the Board of Commissioners had so great an interest in the power centered in the administration of relief, that it appointed itself as a body to serve as five of the seven members of the County Board of Public Welfare. In contrast, some Boards of Commissioners refrained from appointing any of their own membership to the Boards of Public Welfare because they "wanted to be as far removed from relief as possible".

In the majority of counties, the commissioners discussed the selection of members for the Board with the field representative before they approached any prospective members.<sup>2/</sup> The commissioners longest in office and most experienced with the administration of social work tended to select former members of the Child Welfare Boards for membership on the new Boards of Public Welfare. The field representatives from the state staff generally discussed with the commissioners the qualities the state desired in Board members and encouraged the appointment of former Child Welfare Board members who had been helpful in that program.

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<sup>1/</sup>Ibid., Section 15.

<sup>2/</sup>Appendix D, Field Representative's Report on Visits to Elmore County.

The state could exercise no legal authority over the selection of Board members. Hence it was possible for commissioners to select persons who represented their own interests, which might not be consistent with the best interests of a public welfare program. However, state representatives all indicated that they believed their wisest policy was not to object to proposals made by commissioners so long as they were legal, even though such proposals appeared destructive of the best interests of the program. They thought this was a sounder policy than to enforce state standards by withholding funds or assuming administrative control of the local program before the state had had time to extend its influence through advisory and supervisory services. All field workers interviewed expressed the opinion that in some counties under their supervision the commissioners would be likely to realize ultimately that some of their actions were unwise.

#### Organization of County Units

No specific pattern for the organization of work in local units had been described or recommended by the state supervisory staff. Individual Directors were working out plans in conference with their field supervisors. Usually these patterns were determined by the needs recognized as inherent in the local situation. In five counties one worker served both as executive and visitor. Fifty-four counties had a Director and at least one visitor on the staff. In eight counties the staff was composed of a Director and two or more visitors.

Twenty of the county units were affiliated with the school attendance program in such a manner as to assume responsibility for the school attendance work. In most of the other counties, the school attendance worker, administratively separate from the Department of Public Welfare, worked very closely with the Department staff, usually sharing office space and seeking supervision from the public welfare workers.

Practically all workers, except the executives in the largest counties, carried responsibility for all types of need, since most divisions of responsibility among workers in the agencies were made on a territorial basis rather than on the basis of the nature of the need presented. Possible exceptions were the counties in which a member of the Department of Public Welfare staff carried the school attendance work. One worker often handled this work for the entire county and assumed less responsibility for other types of cases. A few County Directors, with more than average training, experience, and sense of responsibility for serving families, assigned the work of establishing eligibility for relief to the less trained and experienced workers on their staffs, while they met the need for special services themselves.

#### Selection of Staff

The Act declared it the duty of the State Board of Public Welfare to fix "minimum standards of service and personnel and to set salary schedules, based upon education, training, previous experience, and general

efficiency which must have been attained by persons selected for the positions to be filled in the State Department and the County Departments of Public Welfare."<sup>1</sup>

In accordance with this provision the State Board of Public Welfare, immediately after its organization on September 4, 1935, issued a description of qualifications for workers to be employed in county units, as follows:

"Qualifications for Personnel of the County Department of Public Welfare

"Qualifications for personnel of County Departments of Public Welfare are prescribed by the State Board of Public Welfare. Qualifications of individuals must be approved by the State Board and certificates issued to Directors of Public Welfare and visitors.

**"I.** For the Director of Public Welfare of a county, the following qualifications shall be prescribed:

1. Graduation from an A-Grade College.
2. One year's experience in social work under supervision, and three years of experience in some work with people; social work or teaching experience preferred.
3. Definite training in social work. A minimum of three months' training in a school of social work or in recognized courses in social work at an A-Grade College.

**"II.** The following qualifications are prescribed for visitors:

1. Two years of college work or the equivalent; college degree preferred.
2. Three years' experience in some work with people; social work or teaching experience preferred.
3. A minimum of six weeks' training in social work, or in lieu thereof, one year's successful experience in social work under supervision.
4. Ability to drive a car, and a car available.

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1/Appendix A, Department of Public Welfare Act, Section 4.

"III. The Commissioner of the State Department of Public Welfare shall pass upon the qualifications as to general efficiency of the personnel selected.

"IV. No relative within the fourth degree, affinity, or consanguinity, of any member of the County Board of Welfare or County Commissioners Court, or like governing body, or of any other county officer, shall be eligible to employment by the State or County Board of Welfare within the county in which the relationship exists.

"V. Those persons who have had at least four years' experience as child welfare workers in Alabama for the past four years shall not be disqualified from holding office on account of education requirement, training, previous experience, and general efficiency.

"Any exception to the above rules can be made only by the State Board of Public Welfare."

These qualifications were similar to those set up in 1927 by the State Child Welfare Board<sup>1</sup> and in 1933 by the Alabama Relief Administration for workers in county units.<sup>2</sup> In the few respects in which they differed from the earlier standards they were sometimes more and sometimes less exacting.

The "one year's experience in social work under supervision" was a qualification which had not been required of directors in county relief agencies or of workers in child welfare units, but three years of experience in social work or in teaching under supervision had been a requirement under both of the previous administrations.

A minimum of three months' training in social work was more exacting than the training requirement for directors under the Relief Administration which merely stated "definite training in social work" without specifying a period of time. On the other hand, the training requirement was less exacting than that set up in 1927 for workers in County Child Welfare Departments, who were expected to have had one year of training in "social work, school attendance and related courses". However, this requirement was waived for applicants who had had 12 weeks of approved training, provided that they would continue their training until they had completed the required year.

"Graduation from an A-Grade College" had also been prescribed for directors of county relief agencies but represented an advance over the general educational requirement for workers in county child welfare units, which was "graduation from a standard college". This wording had permitted

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<sup>1</sup>/Available in Annual Report of the Alabama Child Welfare Department, September 30, 1934, p. 12.

<sup>2</sup>/Qualifications for Social Service Staff of the County Relief Agency of the Alabama Relief Administration. Bulletin issued by the State Relief Administration for the field staff.

the State Child Welfare Board to set its own standard for colleges, while the wording adopted by the two later administrations restricted colleges to those that were members of the American Association of Colleges and Universities.

The qualifications for visitors in County Departments of Public Welfare were practically identical with the former qualifications for relief field social workers except in one particular. For the position of relief field worker a person with three years of experience in teaching or other "work with people" could qualify without having had any social work training or experience.

The statement barring relatives of county officials from employment in the agency had applied in the Relief Administration qualifications only to visitors and not to directors. It was specifically stated, however, in the qualifications set up by the Relief Administration that "The Director of Social Work of a county relief agency shall be an out-of-county person." This stipulation was omitted from the Department of Public Welfare qualifications.

The qualification or recommendation of each of the administrations of social work that a local person should not be appointed director of the local program was frequently waived. At the time of the survey only 47 of the 67 Directors of the County Departments of Public Welfare were from outside the county. Although exact figures were not on record, the state administrative assistant indicated that this was a larger proportion of non-local appointments than was the case under the Child Welfare Department.

There were some indications that the counties had become gradually more responsive to state leadership in the selection of staff in the years since the State Child Welfare Department was first set up. The personnel files of county staffs revealed considerable local acceptance of the state standard that appointees to county positions should have specialized education as well as experience. It was interesting to note that more visitors on rural county staffs had some professional training than those assigned to urban county staffs. Of 69 rural county visitors, 47 had from six weeks to one full school year of professional training, as compared with 38 of the 65 urban visitors (Table 4). On the other hand, five urban visitors had had as much as one full school year of professional education, whereas only one rural visitor had had as much as one year.

The state director of the Field Service Bureau stated that more rural county executives of the Department of Public Welfare had from three months to a full year of professional education than was true of county executives of the former Child Welfare Department, but exact figures were not available.

Table 4. Professional Training of Staffs in Urban and Rural Counties,<sup>a/</sup> by Type of Personnel

Professional Training	Director		Supervisor		Visitor	
	Urban	Rural	Urban	Rural	Urban	Rural
Total	3	64	7	1	65	69
9 months	1	10	1	-	5	1
6 months	-	13	-	-	-	-
4 $\frac{1}{2}$ months	2	14	-	-	3	-
3 months <sup>b/</sup>	-	23	5	-	12	18
6 weeks <sup>c/</sup>	-	4	1	1	18	28
Less than 6 weeks	-	-	-	-	27	22

<sup>a/</sup>Urban counties include Jefferson, Mobile, and Montgomery. The other 64 counties were considered rural.

<sup>b/</sup>Includes two urban supervisors, three urban visitors, and five rural visitors reported as having had "more than" three months of professional training.

<sup>c/</sup>Includes four rural directors reported as having had "less than three months" of professional training.

A review by the state supervisor of the Bureau of Field Service of the experience of county workers indicates that of the 67 Directors in the state at the time the study was made, 40 had been workers<sup>1/</sup> in the previous Child Welfare Department, and 50 had had experience in the Relief Administration. Of the total, 17 had had only child welfare experience, 27 had had only relief experience, and 23 had had both types. Of the visitors assigned to the county staffs of the Department of Public Welfare, 85 percent had had relief experience only.

<sup>1/</sup>Usually a combination of executive and visitor experience.

## V. Current Social Work Practice and Plans for the Future

Current social work practices of the Bureau of Family Welfare, Child Welfare, and Field Service were studied in this survey. The Bureau of Mental Hygiene had not been set up and the Bureau of Accounting was outside the province of the study.

Problems common to all bureaus were the training of personnel and the devising of methods of communication among staff members. Members of the executive and supervisory staffs were considering various ways in which county directors and visitors could exchange knowledge and opinions on social problems, availability of resources, problems of administration, and professional standards of work. They considered that the best method of accomplishing this exchange was by means of an adequate field staff and a training program.

### Provisions for Training

The fact that Alabama persons with professional training were available for positions on state and county public welfare staffs was due to the training program approved by the Alabama Child Welfare Department in 1924, and later supplemented by the training program of the Relief Administration.

Under the sponsorship of the State Child Welfare Board, summer courses in social work had been offered at Alabama College for Women and at the University of Alabama for a number of years. The board established a policy of giving a certificate to a person who had taken a three months' course in social work, which qualified the holder for two years of employment under the program without further formal education. However, emphasis had always been placed by the state staff upon the importance of county workers taking full professional training at one of the graduate schools of social work.

The Relief Administration in turn established a training program and slightly relaxed former personnel standards, due to the urgent need for more persons than could formerly qualify. It cooperated with the State Child Welfare Department in the organization of short courses in social work at the University of Alabama and at the Alabama College for Women in the summer of 1934.

The Federal Emergency Relief Administration provided scholarships for selected county workers, permitting attendance at a graduate school of social work for at least one quarter, and in most cases for two quarters.

The Department of Public Welfare had not indicated, at the time the study was made, just what program or provision for formal training it would adopt for state and local staff members. Interest was expressed in a training program which would help the social workers to qualify for membership in the American Association of Social Workers. The short courses offered through the University of Alabama had been recognized by the American Association of Social Workers but credit toward membership had not been extended for courses offered by the Alabama College for Women at Montevallo.

Bureau of Family Welfare

At the time of the survey, the work of the Bureau of Family Welfare was being conducted by the Director, one full-time assistant, and one part-time assistant (a field representative whose district was within close range of the state office and who gave about one third of his time to the Bureau). The Director had had a general course of preparation in a graduate school of social work, but all her experience as a staff member of social work agencies had been in the field of child welfare services. Both her assistants, however, had had considerable experience in the family case work field.

Lack of funds had prevented the development of the Division of General Relief called for in the statement issued by the Department of Public Welfare in February 1936.<sup>1/</sup> The full-time assistant, however, was taking charge of correspondence regarding inquiries and complaints, which was listed as one of the functions of this Division.

The Director and the part-time assistant, with the aid of the field representatives, had made considerable progress in conducting the work of the Divisions of Adult Institutions and of Old Age Assistance.

Old Age Assistance. The closing of the almshouses was proceeding rapidly. In anticipation of the development of an Old Age Assistance program in Alabama in cooperation with the Social Security Board<sup>2/</sup>, removal of inmates from almshouses had begun in the summer of 1935. Twelve almshouses in the

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<sup>1/</sup> See p. 15.

<sup>2/</sup> Prior to the enactment of public welfare legislation.

state had been closed by January 15, 1936, and 12 more were reported ready to be closed as soon as the visitors could make satisfactory plans for boarding home care for the inmates.

The Bureau staff had directed a survey in November 1935 of all persons in the entire state who might be eligible for Old Age Assistance. This survey indicated that 63 percent of the almshouse population in the state was eligible.

The major part of the work of the staff was the review of applications for Old Age Assistance. Applications totalling 34,460 were received by the 67 county offices during November and December 1935. These represented 35 percent of all persons within the eligible age group (over 65 years of age) in the state. By February 6, 1936, a total of 19,793 applications had been investigated by county workers. Of these, 9,177 cases had been rejected, 5,396 cases had begun to receive Old Age Assistance, and 5,220 had been approved for Old Age Assistance by the county department staffs but were waiting review and approval by the State Department and the local governing bodies. This last group was to be recommended for Old Age Assistance if and when additional funds were made available. There were still 14,667 applications not yet investigated by the County Department of Public Welfare staffs.

Field representatives of the State Department directly supervised the work of taking applications for Old Age Assistance. The state office of the Bureau of Family Welfare received all applications which had been investigated and approved by county departments. Its first review of applications usually resulted in the return of a large number to the counties for more complete and accurate face sheet and history data. When returning applications, tentatively rejected as incomplete, the Bureau identified and discussed the deficiencies, by letter, and offered suggestions or definite instructions as to how improvements might be made.

The state staff anticipated that resources might be made available through Federal, state, and local administrations during 1936 to permit the acceptance of at least 10,000 cases for Old Age Assistance. Tentatively, the State Department was recommending that the first cases accepted should be those otherwise eligible who were on relief or in almshouses in 1935. The next group to be given consideration might be those in the eligible age group with an income of less than \$100 a year in 1935. Those with incomes of \$100 to \$360 a year would be considered later.

Plans for the Future. No extension of the program of the Bureau of Family Welfare was anticipated in the near future. If more funds should be made available for additional staff it was planned to use such personnel to improve the work of the divisions already functioning rather than to develop other divisions.

The closing of the almshouses gave impetus to a plan for converting the best of the physical equipment into district hospitals or nursing homes. Local and state health and welfare agencies had long been interested in such a plan and the possibilities of putting it into effect were under discussion among health authorities and representative groups of public officials at the time of the survey. The Bureau staff was ready to cooperate in promoting this plan.

#### Bureau of Child Welfare

The Divisions of Adoptions, Child Caring Institutions and Agencies, and Foster Home Care were each functioning under a supervisor at the time of the survey. No supervisor had been named for the Division of Aid to Dependent Children and the Director of the Bureau was carrying the responsibility for the work of the division.

The Director had been identified with the former child welfare program for several years and showed an intimate knowledge of the history of social work in the 67 counties. Through this experience she had become aware of the resistance of the public of Alabama to some types of social thought and action. She said she wanted to develop preventive programs of work in the child welfare field as well as to improve case work service to children under care of the Department, but she realized that the opportunities for development of the child welfare program were limited by the amount of funds and experienced personnel available, as well as by the attitude of the general public.

Aid to Dependent Children. The Division of Aid to Dependent Children was able to function to a limited extent by means of the grant-in-aid given by the Federal Emergency Relief Administration in lieu of Social Security funds from September 1935 to January 1936. This grant enabled county units to extend aid to dependent children in their own homes as applicants were found eligible. In January 1936, however, only 6,107 cases of dependent children were receiving aid. The further development of the program was retarded by lack of funds.

The division issued the following statement in February 1936 to guide county staffs in establishing eligibility of dependent children and in determining amounts of aid to be given:

**"A. Definition**

"**I.** Under the Social Security Federal and state laws, the term 'needy dependent child' means a child under the age of sixteen,

"a. who has been deprived of parental support or care by reason of the death, continued absence from the home, or physical or mental incapacity of a parent;

"b. who is living with his father, mother, grandfather, grandmother, brother, sister, step-father, step-mother, step-brother, step-sister, uncle, or aunt, in a place of residence maintained by one or more of such relatives as his or their home.

"The term 'Aid to Dependent Children' means money payments with respect to a dependent child or dependent children.

"**II.** Under the state regulations the following definitions shall apply, bearing in mind always that no case shall be accepted unless there is a verification of need.

"a. Death of a parent.

"If the father or mother is dead and after a social investigation it is determined that the living parent cannot provide care in a manner compatible with decency and health.

"b. Continued absence of a parent from the home.

"If the father or mother or both have deserted, or are in prison, or are divorced and parental support for the child is not provided, the determination regarding certification shall be based upon the

same consideration as in the case of the death of a parent. In the case of desertion, sufficient evidence based upon a thorough investigation by and report from the juvenile court must be shown to prove that the deserting parent intended to desert and that his or her whereabouts cannot be ascertained or support enforced.

"c. Physical or mental incapacity of a parent.

"If the head of the family has a physical or mental handicap which unfits him or her to provide support for his or her children in a manner compatible with decency and health, such establishment of the handicap to be determined by a written statement from a reputable physician and by previous employment history.

"B. Residence Requirements

"The needy dependent child

- "I. must have resided in the state for one year immediately preceding the application for aid, or
- "II. must have been born within the state within one year immediately preceding the application, if the mother has resided in the state for one year immediately preceding the birth.

"C. Property Consideration

"A verification of all financial assets (property, insurance, cash, etc.) of the parents and the children, and a verification of all possible resources among the relatives must be made before need can be finally determined.

"D. Home Environment

"The parent or enumerated relative must be a proper and fit person to bring up the children. Only by a thorough social investigation can this fact be determined. The county director should be convinced that aid would save the children from neglect or avoid the breaking up of the home.

"E. Aid

- "I. The amount of aid payable for any child shall be fixed with due regard to the resources of the family, to funds available for such aid, and to the family's

normal standard of living in each case. It shall be determined by a budget for each family set up by the county director of public welfare.

- "II. Aid shall be paid in cash if reimbursement is expected. Assistance orders for food, medical care, household necessities, etc., may be given but are not reimbursable from state and Federal funds.
- "III. Aid for an individual child ceases when he reaches the age of sixteen."

Adoptions. The work of the Division of Adoptions consisted entirely of consultant service to the field staff who supervised the social investigation of all adoption petitions filed in the state, the Alabama state agency assuming full responsibility for social investigations surrounding the adoption of minor children. The supervisor's work consisted of reviewing adoption cases submitted by county workers for advice as to the social implications involved. She was graduated with a major in sociology from the Alabama College for Women at Montevallo in 1932 and had worked for a few months in the Girls Training School and for a year as a county superintendent of child welfare under supervision, before coming to the state staff. She was particularly interested in the legal aspects of the adoption procedure and was of much assistance to field representatives and county workers not familiar with the technical aspects of the job. Aware of the social implications in each case studied, she advised field representatives of the need for improved case work service in cases submitted for review.

Although Alabama's adoption law requires a social investigation by, or under the direct supervision of, the State Department of Public Welfare, the court is ultimately responsible. Thus, the extent of protective and preventive services given in behalf of a child depends largely upon the quality of the professional relationship between individual local workers and the court. To improve the quality of this relationship by developing the understanding and ability of local workers was the responsibility of the Division of Adoptions.

Child Caring Institutions and Agencies. The Division of Child Caring Institutions and Agencies also had only one social worker (the supervisor) employed at the time of the survey. She was a 1933 graduate of the Alabama College for Women. She had worked for a few months as a visitor in the Red Cross office

in Montgomery, and for over two years as a visitor in the child care division of the former State Child Welfare Department.

In planning the work of the division she followed the example given by the Director of the Bureau, of acting on the principle that the responsibility of the Division was largely one of leadership, rather than direct supervision. Her plan was to keep superintendents of institutions informed about the improvement of institutional programs for child care.

As might be expected with so limited a staff, few of the 28 institutions under the supervision of this Division had been visited since the organization of the new program. Also, little attention had been given to the three state institutions for juvenile delinquents and four institutions for handicapped persons which were given consultation service only. The supervisor was studying the histories of each of the institutions as a basis for developing the program of the Division.

During the previous year all but two of the institutions under supervision had been given licenses after the annual study of the institutions' programs. The two that were not licensed were privately endowed institutions for dependent children. Due to their meager resources they provided less than the minimum physical equipment required for space and protection, and gave insufficient supervision and inadequate individualized education. The State Bureau of Child Welfare was ready to help the boards of these institutions make other plans for the children under their care, if they were unable to develop adequate resources with which to meet minimum standards.

Minimum standards of adequacy for child caring institutions in Alabama were first described in February 1929 by the Alabama Child Welfare Department, and had since been revised at intervals. What constituted "adequacy", however, varied among institutions, according to their size and resources, and the standards of living deemed defensible by their staffs and boards.

There were some indications that frequent conferences regarding acknowledged needs of institutions between the workers visiting the institutions,<sup>1/</sup> the institution staffs, and members of the boards of directors of respective institutions, over a period of years had served to effect some improvement in standards. For instance, five institutions had opened their institution schools to children living in their own homes in the adjacent community, thereby extending a broadening experience to the children of the institution.

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<sup>1/</sup> Members of the field staff usually visited institutions in their respective districts.

Also, the superintendent of one of the well-supported private institutions for the care of dependent children had been working toward extending financial aid to children in their own homes rather than accepting any additional children in the institution. His plan was eventually to reduce the population of the institution by establishing some of the children on allowances in homes with their own parents or close relatives. The development of this plan involved the employment of a case worker by the institution to serve the children under care or accepted for financial assistance.<sup>1/</sup>

Foster Home Care. The Division of Foster Home Care had a staff of five social workers at the time of the survey. These included the supervisor and four visitors. The supervisor, a graduate of an accredited school of social work in 1935, had had more than a year of child welfare experience under supervision prior to completing her training, as well as short periods as an agency staff member while taking her training. She was particularly interested in case work and the supervision of case work for children.

Nearly 400 cases were carried by this Division. Of these children 153 were in boarding homes, 161 were in free homes, and the remainder were in boarding schools, or with relatives, with or without maintenance, or in work homes.

The Division was working toward the boarding home as the ideal type of foster care for children reared outside their own homes.

The four visitors on the staff were responsible for case work service to 239 children in boarding homes or free homes in the vicinity of Montgomery and Birmingham, where the majority of wards were placed.<sup>2/</sup> Case work service to an additional 121 cases, located in outlying counties in the state was given by the district field representatives. The number of foster home cases carried by individual field workers varied from 5 to 27.

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<sup>1/</sup> A case worker was employed in 1935.

<sup>2/</sup> All figures were taken from January 1936 reports.

Of the total wards under care, 22 were classified as temporary commitments. The situations from which these children were taken presented possibilities for the eventual restoration of their homes. A detailed review of case histories by the supervisor of the division suggested the possibility that more skilful case work service in the first contacts with the families and with members of the community might have prevented the crises which resulted in temporary commitments.

According to the history of one family, the adults had told the local social worker, early in their contact with her, that they wanted help in moving out of a neighborhood which they thought was having a bad influence on their children. To this request the workers on the case made no response. When two very young boys of the family were arrested for stealing, the judge was forced by public opinion to commit them to the reformatory. The State Department of Public Welfare received the boys as wards on a temporary basis to save them from the reformatory experience and to offer an opportunity to the older members of the family to improve home conditions.

The supervisor referred to this situation as exemplary of the need for improved case work service in each locality. She was not willing to assert, however, that improved case work would reduce the number of either temporary or permanent cases coming under state guardianship. On the contrary, with more funds available than in the past and with more activity stimulated for the protection of child life, the number of cases coming under care might increase, at least for a period.

Plan for Preventive Child Welfare Service. At the time of the survey the Director of the Child Welfare Bureau had submitted a proposed plan for preventive child welfare services to the membership of the state board of the Women's Federated Clubs, asking for a careful review and a statement as to the measure of approval they would be willing to give it. She had observed in the past that unfavorable reactions of sections of the general public to practice beyond their comprehension or standard of values sometimes threatened the existence of the program. Programs built in cooperation with the Federal government especially might be looked upon as "superimposed." For that reason she believed in presenting her plans to lay groups for review and approval before taking initial steps to carry them forward.

The Director's two main centers of interest were: (1) improvement of case work practice by increasing consultation service; and (2) provision for special trained leadership for community organization work in order to help rural communities build preventive programs. In her opinion these goals could be achieved for the entire state only after they had been demonstrated in a few areas. The plan which her Bureau had approved and which she had submitted to lay groups and to other staff members in the Department for review and approval was as follows:

Four rural areas presenting a variety of rural problems would be used as demonstration units (Figure 2). Each of the four areas would be represented by four counties, each county, as far as possible, representing a field representative's district (Figure 3). Each group of four counties would share the services of a child welfare worker especially trained in community organization work, since stress would be placed upon the development of recreational facilities as a deterring influence on juvenile delinquency. One of these special workers would be a Negro who would be assigned to the district in which the Negro population was densest.<sup>1/</sup>

One county in each of the four groups of four counties would be given the services of a special children's case worker who would devote full time to intensive case work with children in that county. One of these special case workers would be a Negro assigned to the same district in which the Negro worker was assigned to preventive community organization work. Each of these case workers would be given a special relief fund upon which to draw for the support of treatment which might not be financed by the general public assistance funds in the county.

Special case consultants would operate throughout the whole state as members of the state field staff. These case consultants, two white and one Negro, would be trained case workers with experience in child welfare work. They would accompany field representatives into counties indicating special need and desire for intensive supervision of the local case work program for children. These special consultants would be in a position to remain for longer periods of time than the field representatives who carried administrative responsibilities for the county. They would give their entire time in the

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<sup>1/</sup> The district in which a Negro was to be assigned as special worker was the area in which Tuskegee Institute is located.

counties to the case work aspects of the local program, one white worker serving the northern half of the state, one white worker in the southern half of the state, and the Negro worker serving the entire state as field representatives would ask for their assistance in case work service to children (Figure 4).

Additional provision was made, under the plan, for the employment of a psychiatric social worker to serve the Bureau of Child Welfare as special consultant. This worker would serve the Division of Foster Home Care in particular, but her services would be available to the special children's case workers and community workers serving the demonstration units.

The sponsors of the plan had considered the fact that the program for special services to crippled children in Alabama was administered by the Department of Education, and the program involving all maternity and child health services was administered by the Department of Health. They had pointed out the importance of establishing a close working relationship between the Department of Public Welfare and these other departments, in order to effect coordination of all work directed toward treatment and preventive programs for children.

Another problem with which the Director was concerned at the time of the survey was the development of relationships between her staff and the Bureau of Field Service staff which would facilitate mutual exchange of knowledge and experience about the program.

She planned further to simplify the administrative procedure of each of the four divisions of her Bureau as a step toward unifying the social work program for each county agency.

#### Bureau of Field Service

The Director of the Bureau of Field Service came to the state staff two months before the study was made. With a background of 12 years' experience in educational work, largely in an executive capacity, she had had a year of graduate study in a school of social work before beginning her social work experience by serving as assistant child welfare superintendent in a rural county. Later she served as an intake worker of a juvenile court in one of the largest Alabama cities. Returning to the rural county as director of relief, she became more familiar with the job of administering a county program to meet local needs and of interpreting the local and state program to the community.

FIGURE 2. DEMONSTRATION AREAS FOR SPECIAL CHILD WELFARE SERVICES

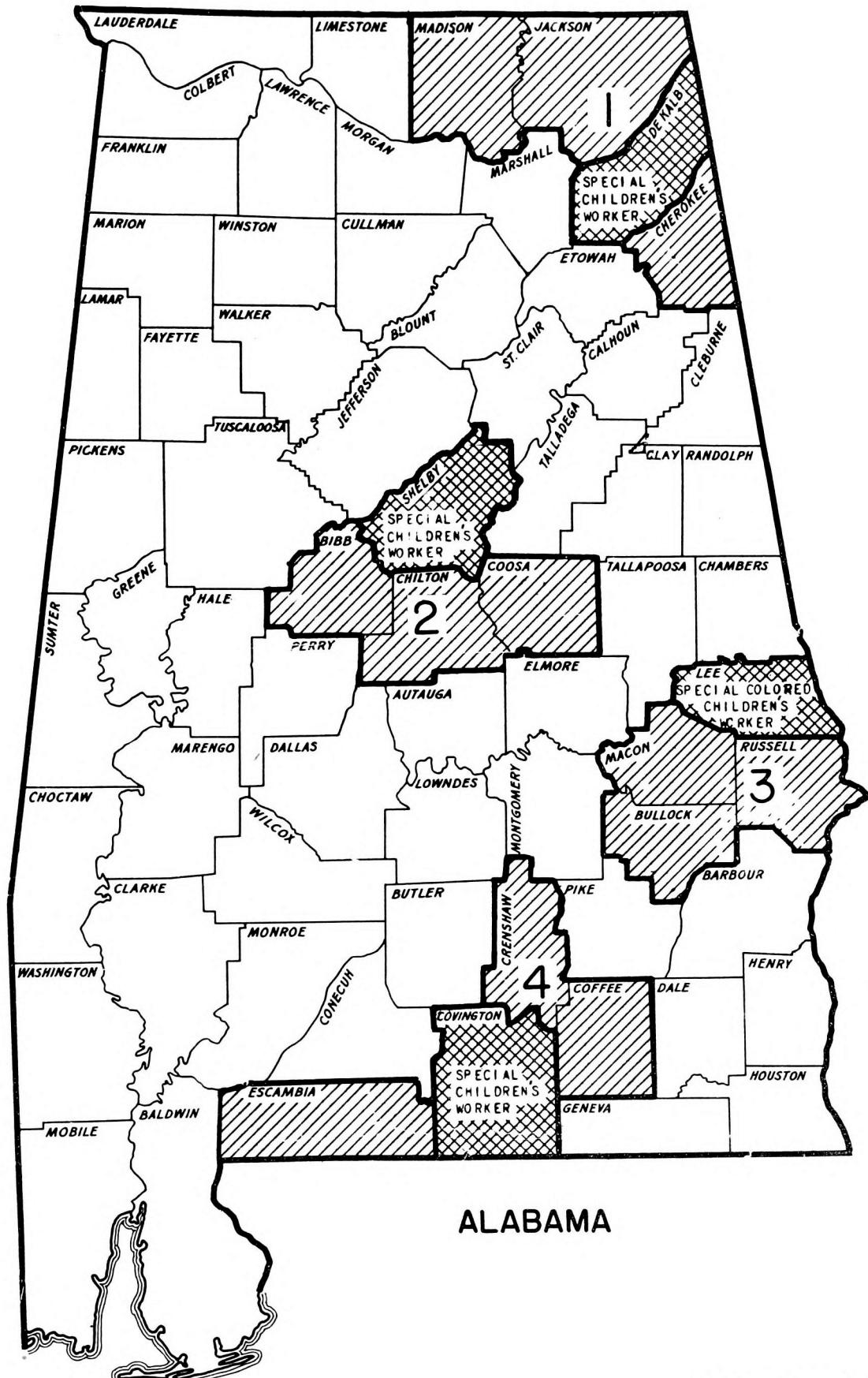


FIGURE 3. DISTRICTS OF FIELD REPRESENTATIVES FOR SPECIAL CHILD WELFARE SERVICES

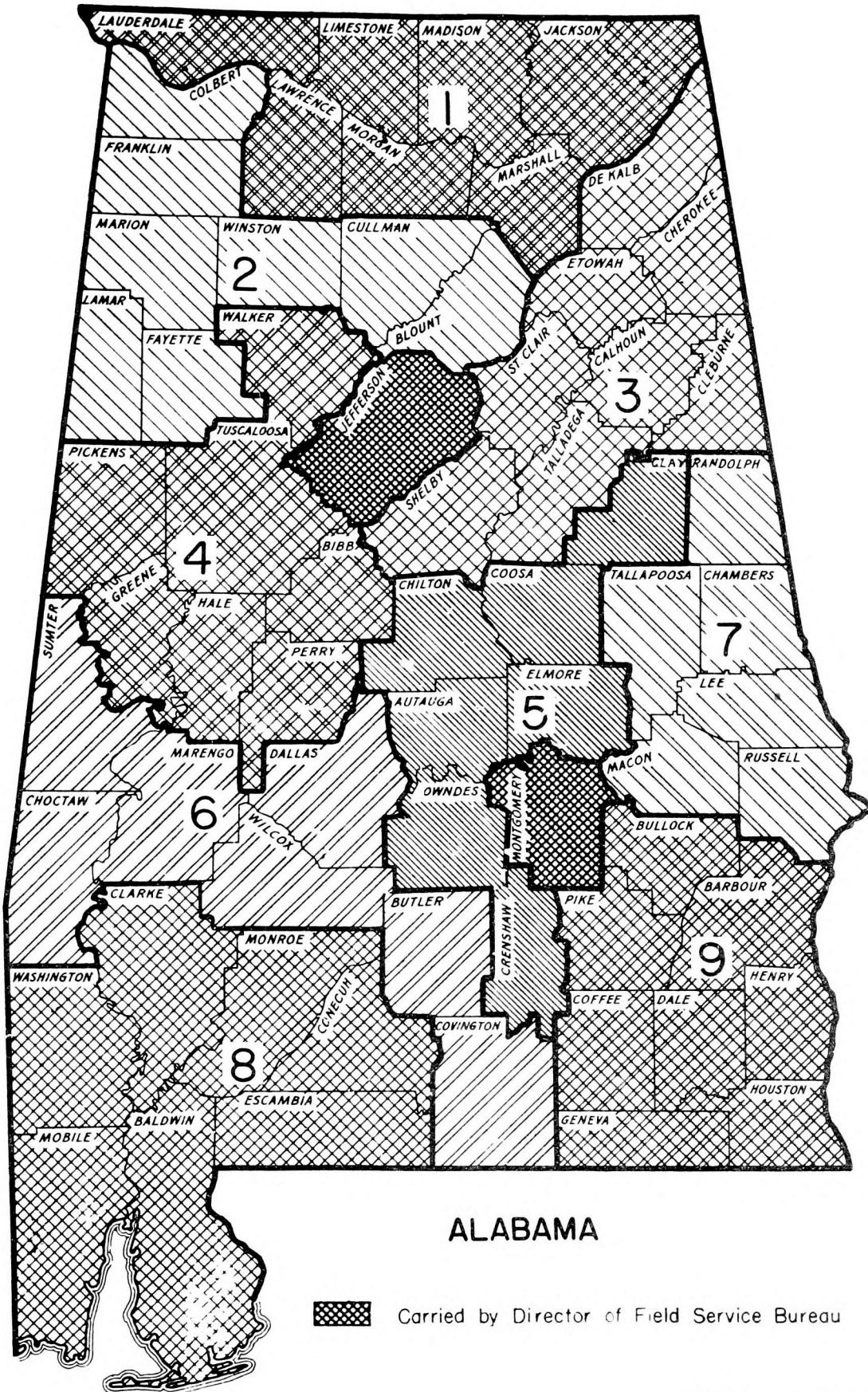
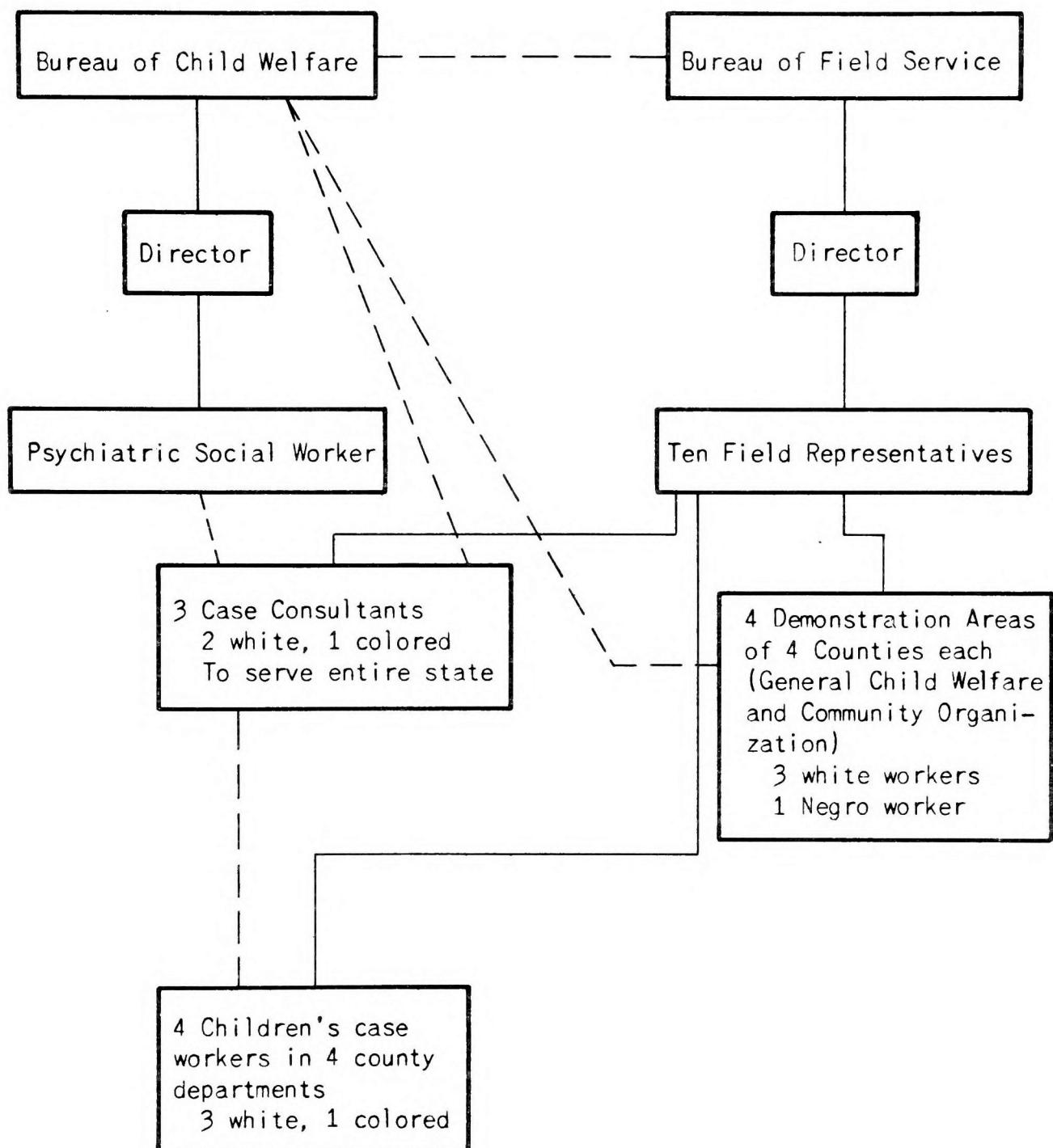


FIGURE 4. ORGANIZATION CHART FOR SPECIAL CHILD WELFARE SERVICES IN ALABAMA



The case consultant on the field staff had had nine months of experience as a visitor in the Division of Child Care of the State Child Welfare Department before taking this position in October 1935. Cases were referred to her through several channels. Field representatives sought consultation service on difficult questions raised by local workers. Local workers also wrote direct to the case consultant. All inquiries asking for case work service in behalf of cases known to out-of-state agencies were directed to the local workers through the case consultant. In referring such inquiries she offered guidance to workers needing help in giving the requested service.

Because her office was near the Montgomery County Juvenile Court, she was giving considerable consultation service to a newly appointed judge and to a new probation officer with limited training and experience, although this service was not included in the original plan for her work. This service<sup>1/</sup> developed in response to requests for help from both the judge and the probation officer. Work on case after case revealed that problems of delinquency could be handled by the Department entirely outside the court.

Assignments of areas and counties to the nine field representatives were made to some extent in consideration of training and experience needed for meeting problems peculiar to certain areas. All but two field representatives were natives of Alabama. The workers native to the state were assigned to parts of the state other than their "home" territories. Another factor considered in assigning field representatives was familiarity with the district through earlier field service experience with either the relief or child welfare administrations. Five of the field representatives had had such previous experience.

Division of Time of Field Representatives. Generally, the field representatives were in their districts three weeks of every month, and in the office for consultation service, for record and report work, and for general staff meetings the other week. Three or four representatives whose territories were within close range of state headquarters worked directly from the state office, making day trips or over-night trips to their counties. All counties in each worker's district were visited at least once a month.

An even division of time among counties in each worker's district would have given each county a minimum visit of between two and two and a half days each month. However, there were other factors more or less determining the expenditure of time. Some local workers needed more help than others in establishing their administrative programs, since some were less able than others to follow instructions contained in bulletins. Workers also varied in their ability to cope with such factors as pressure from organized labor or political groups. Counties varied in their resources and ability to raise funds with which to match state and Federal grants.

1/See Appendix B, Agreement Worked Out between Montgomery Juvenile Court and County Department of Public Welfare, which resulted from leadership offered by case consultant.

Problems Raised by County Workers. In the course of this survey brief observational visits were made to county public welfare departments in six counties with six different field representatives. Supplementary data about the history of the social work programs in each county were obtained from the state office before and after the visit.

During the conferences between the field representatives and the local workers it was noted that whereas the local workers generally began by discussing administrative matters, all sooner or later directed the discussion to case work problems with which they desired help.

Immediate decisions, however, had to be made on such matters as:

- (a) preparing Old Age Assistance applications and submitting data about investigations for state review and approval;
- (b) plans for closing almshouses;
- (c) proper classification of cases under care;
- (d) certification of persons eligible for the Works Program;
- (e) problems in developing the agency's monthly budget.

Workers asked such questions as: "What adjustments should be made because of a cut in the monthly grant?" "How should the classification of cases be corrected to meet the requirements of the accounting bureau?" "How many people may we certify for the Works Program?"

The local workers were puzzled by the problem of how to limit their intake to the number and types of cases that the agency was equipped to handle. All reported large numbers of cases needing help which the agency could not give. They were rejecting these at intake. Among them were W.P.A. employees needing help for chronic medical care and persons with meager and irregular income, needing clothing, temporary medical care, or help with rent. The service needs of families on relief rolls were so great that the local workers could not undertake to serve families on the Works Program. The workers were not sure that the basis for their rejection or acceptance of responsibility was sound. They were aware of the need for a careful analysis of cases under care and of cases rejected, under the guidance of an experienced supervisor, in order to determine what part of their practice was defensible in their communities.

Some needs of local workers and communities were recognized only by field representatives with skill, experience, and sufficient time to become well acquainted with both worker and community. The more literal-minded and conscientious local workers worried about decisions they had made in unusual situations. They needed help in understanding their own relationship to the job. Some whose limited experience was largely in the emergency relief field were fearful about deviating in any particular from the instructions in the bulletins. Others from the child welfare field were unused to exacting policies in making out payrolls and developing a bookkeeping system.

Types of Assistance Given. Much of the help given by the field workers consisted in clarifying instructions given in bulletins, telephone conversations, and letters. In large part, the field representatives gave help in the form of answers to specific questions. In a few instances they took time to enter into lengthier discussions of basic principles involved, relating a specific point to the broader end in view, the social philosophy "back of the bulletin." However, time limitations prevented full consideration of any one subject.

Besides the questions of the local worker, which were given precedence, questions were raised by the field representative. These included inquiries about what services the local agency was able to give the juvenile court. How much did the local Board of Public Welfare know about the Social Security program, the Child Welfare Bureau program, and the range of responsibility of the state and county Boards of Public Welfare? What should be the agenda for the next board meeting? How was the Board of Commissioners planning to raise local participation funds for next month? Had the worker met with any local service clubs? How could the field representative help the local worker in getting a leave of absence in order to attend a school of social work?

The field representatives also served as liaison workers between the local County Boards of Public Welfare, the local county governing bodies, and the probate judges. The county governing bodies found their relation to the County Boards of Public Welfare, administering a relief program, quite different from what it was to the Child Welfare Boards of the earlier administration. County attorneys entered the situation more as "interpreters of the law"; more money was involved than in years prior to the depression. The development of understanding between these groups and the local directors became an especially important field of service in counties where the governing groups were conscientious and took a special interest in their public functions.

When the field representative had a second day to spend in a county, she could give more concentrated attention to matters of pressing importance to the local workers and agency. In instances observed the additional time was devoted primarily to problems of an administrative nature. 1/

Guide for Observing Local Boards. The field representatives together developed a guide of points to be observed in the study and evaluation of local boards. This guide, considered suggestive rather than exhaustive, was being tentatively used by members of the field staff:

"Individual Members of County Boards of Public Welfare.

1. Insight and attitude toward social work.
2. Equipment-background, education, and home conditions.
3. Strength and influence in community.
4. Personality.
5. Occupation and financial condition.
6. Reason for appointment.

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1/ See Appendix C, Suggested Outline for Field Representative's Narrative Report, and Appendix D, Reports on Field Visits to Elmore County.

"Place Held by the Public Welfare Board in the County-Wide Program.

1. Does the PWB hold the same position as the Boards of Education, Health, etc.?
2. Are the members' opinions and influence as great as those of the other boards?

"Responsibility Carried by the Board.

1. Is the responsibility shared equally by all board members or by the chairman alone?
2. Do board members share in making decisions, developing standards and policies?
3. Do they feel a responsibility for the program?
4. Does any one member dominate all others?

"Philosophy of the Board toward Individual Social Problems.

1. Aid to Dependent Children.
2. Old Age Assistance.
3. Relief for physically and mentally handicapped.
4. General relief for unemployed.
5. Delinquency.
6. Dependency and neglect.
7. Community organizations, etc.
8. Social diseases.
9. Unmarried mothers.

"Attitude and Knowledge of Public Welfare Board toward Co-ordination of State Program with Programs of Other Agencies and Institutions.

1. Works Progress Administration.
2. Resettlement Administration.
3. State and local Departments of Education.
4. State and local Departments of Health.
5. Institutions for dependent children; private.
6. Institutions for delinquent children, state, and local.
7. Institutions for the mentally deficient.
8. Hospitals and maternity homes.
9. Child Welfare Programs; specific and general.

"Attitude of Board toward County Director.

1. Professionally - Do they encourage her to continue her training?
2. Work.
3. Personal - Do they feel any responsibility toward worker and her personal adjustment?"

Plan for Case Work Supervision. There was obvious need for extending more help to local workers with case work problems. To effect some improvement in this respect the Commissioner and administrative assistant had proposed the adoption of a plan for supervision which was used by the Alabama Relief Administration. The district field representative of the Alabama Relief Administration had held group meetings

of the directors of relief in their respective districts at least one full day a month at some central location in order to direct instruction about important aspects of the administrative job and to give opportunity for discussion on administrative matters. The Commissioner and his assistant hoped this plan would make it possible for the district representatives, when visiting the counties, to give more help with case work service, remaining, if necessary, a week at a time in some counties and visiting others for shorter periods of time.<sup>1/</sup>

If the plan for special child welfare services was adopted<sup>2/</sup> the field staff would be an integral part of that program. It was planned to develop inter-relationships between the field staff and the program through staff consultation and observation. The entire staff of the Field Service Bureau was committed to the development of such a program, since it would place emphasis upon improving the quality of case work service in all welfare agencies and institutions in the state.

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1/ Since this study was completed, the Director of the Bureau of Field Service reported that the field representatives were devising ways in which they could offer instruction to local staff members. One field representative had developed a bibliography for local workers from which she gave definite assignments for planned discussions when she made her monthly visit to the county. She reported that the local workers were responding eagerly to the plan.

2/ For description of plan see p. 40.

Appendix A

DEPARTMENT OF PUBLIC WELFARE ACT

DEPARTMENT OF PUBLIC WELFARE ACT  
(Alabama General Laws, Regular Session, 1935, No. 332)

An act to create a State Department of Public Welfare; to provide for a State Board of Public Welfare for the government thereof; to prescribe its powers and duties; to provide for the appointment of a Commissioner as Executive Officer and for the appointment of other employees, their compensation and the maintenance and other expenses of the State Department of Public Welfare; to transfer to the State Department of Public Welfare all the powers, duties, and obligations now vested in and relating to the State Child Welfare Department, except the administration of the State Child Labor Law, which may now or hereafter be transferred to the Department of Labor in the event such department be established; to transfer to the State Department of Public Welfare all those duties having to do primarily with the determination of need and authorization of relief now performed by the Alabama Relief Administration; to empower the State Department of Public Welfare to administer all public assistance funds, Child Welfare funds, and all funds appropriated by the Legislature to the State Department of Public Welfare for the purposes for which they are appropriated; to authorize the State Department of Public Welfare to act as agent for and to cooperate with any Federal or State Agency or enactment now or hereafter provided by law for the purpose of rendering public assistance and services through any of the bureaus herein created; to authorize the State Board of Public Welfare to create such other bureaus and divisions within the purview of this Act as may be necessary for its administration and to prescribe rules and regulations governing the same; to authorize the State Board of Public Welfare to prescribe adequate standards of education, training and experience which must have been attained by persons selected for the positions to be filled in each of the bureaus and divisions of the State Department of Public Welfare and in the several county departments of public welfare; to authorize the State Board of Public Welfare to issue certificates to such persons as may meet the qualifications prescribed; to provide a mental hygiene program of non-institutional care; to authorize the State Department of Public Welfare to collect statistics and other information relative to public Welfare and to make surveys and in other ways to ascertain the facts and conditions which cause or contribute to the need for public assistance, family welfare, child welfare, and other welfare activities; to create County Departments of public welfare and to provide for County boards of public welfare for the government thereof; to prescribe their powers and duties; to transfer to the county boards of public welfare and the county departments of public welfare all rights, duties, powers and obligations of the present county child Welfare boards; to authorize the county departments of public welfare, operating under the county boards of public welfare, to act as agents for and to cooperate with any Federal, State, or County agency or enactment now or hereafter provided by law for the purpose of rendering public assistance, family welfare services and child welfare services; and to repeal all laws in conflict herewith.

Be it enacted by the Legislature of Alabama:

Section 1. The term "State Department" as used in this Act shall mean the State Department of Public Welfare; the term "State Board" as used in this act shall mean the State Board of Public Welfare; the term "Commissioner" as used in this Act shall mean the Commissioner of the State Department of Public Welfare; the term "County Department" as used in this Act shall mean the County Department of Public Welfare; the term "County Board" as used in this Act shall mean the County Board of Public Welfare; the term "County Director" as used in this Act shall mean the Director of the County Department of Public Welfare; the term "he" or "she" as used in this Act shall be interpreted to mean he or she or him or her.

Section 2. There is hereby created a State Department of Public Welfare with subordinate bureaus and divisions which shall operate under a State Board of Public Welfare and consist of a Commissioner of Public Welfare and such other officers and employees authorized to be appointed under this Act and meeting the qualifications prescribed by the State Board.

Section 3. The State Board of Public Welfare hereby created shall consist of the Governor as Chairman and six members, not less than two of whom shall be women, appointed by the Governor without regard to political affiliation, but on the basis of recognized interest in welfare work. The members of the State Board shall be appointed as follows: Two for terms of two years; two for terms of four years; and two for terms of six years. Thereafter each member shall serve for a term of six years and until his successor is appointed and qualified. Vacancies shall be filled by the Governor for any unexpired term. The State Board shall meet at the State Capitol within thirty days after the approval of this Act. The State Board shall hold meetings at times and places to be prescribed by rules of the State Board or as may be designated by the Chairman. The presence of four members at any regular or special meeting shall constitute a quorum for the transaction of all business. Members of the State Board shall receive no compensation for their services other than the amount of their traveling and other expenses actually paid out while in attendance on the meetings of the State Board or business of the State Department.

Section 4. It shall be the duty of the State Board to appoint a Commissioner who shall serve as the executive and administrative officer of the State Department. Such a Commissioner shall be appointed on the basis of education, ability, and experience in the administration of public welfare and without regard to residence or political affiliation. The Commissioner shall serve at the pleasure of the State Board and his salary shall be fixed by the State Board with the approval of the Governor, not to exceed Thirty six hundred dollars. The State Board, in conference with the Commissioner, shall be responsible for the adoption of policies, rules and regulations for its government and for the government of the State Department; all administrative and executive duties and responsibilities of the State Department shall be performed by the Commissioner, subject to the authority of the State Board. Also the Commissioner shall be responsible for the interpretation of policies, rules and regulations formulated by the

State Board and for the coordination of the activities allocated by the State Board to the various bureaus. The State Board shall have the power and it shall be its duty to fix minimum standards of service and personnel, and to set salary schedules, based upon education, training, previous experience, and general efficiency which must have been attained by persons selected for the positions to be filled in the State Department and the County Departments of Public Welfare hereinafter created. Provided, however, the State Board shall not disqualify those Child Welfare Workers from holding office, if they have had at least four years experience as a Child Welfare Worker in Alabama for the past four years prior to the passage of this Act, on account of education requirement, training, previous experience and general efficiency.

Section 5. The State Board shall have the authority to decide with reference to the use of grants-in-aid, to County Departments of Public Welfare hereinafter created, for particular purposes according to the availability and adequacy of the facilities under the control of the local authorities to administer such grants-in-aid. In administering any such funds for grants-in-aid to local authorities the State Board shall have the following powers: (2) To require as a condition for receiving grants-in-aid that the County Department of Public Welfare shall bear a fixed proportion of the total expenses of furnishing these services. These proportions shall be determined in a uniform way throughout the State based upon such considerations as the amount of funds available to the State Department and the resources of the several local governments.

Section 6. The Commissioner shall submit to the State Board for its approval an annual budget of all funds appropriated by the Legislature to the State Department for the specific purposes for which they are appropriated and also a budget of Federal funds which may be allotted to the State by the Federal Government for the purposes of the State Department according to the regulations of the Federal authorities, he shall publish annually a full report of the operation and administration of the State Department, together with recommendations and suggestions and submit such report to the State Board. The Commissioner, subject to the approval of the State Board, shall appoint a director of each bureau and such other personnel as may be necessary for the efficient performance of the duties prescribed in this Act.

Section 7. There shall be created within the Department a Bureau of Family Welfare and Public Assistance, a Bureau of Child Welfare, a Bureau of Mental Hygiene for non-institutional care, and such other bureaus as the State Board may find to be necessary for the effective administration of the State Department. The State Board shall have the power to allocate and re-allocate functions among bureaus and departmental agencies.

Section 8. The aim of the State Department shall be the promotion of a unified development of the Welfare activities and agencies of the State and of the local governments so that each agency and each governmental institution shall function as an integral part of a general system. In order

to carry out effectively these aims it shall be the duty and responsibility of the State Department to: (1) Administer or supervise all forms of public assistance including general home relief, outdoor and indoor care for persons in need of assistance, and old age pensions, also including those duties that have to do primarily with the determination of need and authorization of relief now performed by the Alabama Relief Administration. (2) Exercise all the powers, duties and responsibilities now vested by law in the State Child Welfare Department which are hereafter to be performed by the Bureau of Child Welfare in the State Department of Public Welfare; take possession of all property, books or records, files and other documents and papers belonging to the State Child Welfare Department. Whenever reference to the State Child Welfare Department is made in any law of the State such reference shall be deemed to apply to the State Department of Public Welfare. (3) Provide services to county or municipal governments including the organization and supervision of counties for the effective carrying out of welfare functions, the compilation of statistics, and other information relative to public welfare and to make surveys and in other ways to ascertain the facts which cause or contribute to the need for public assistance, family welfare, child welfare, and other welfare activities. (4) Issue certificates to such applicants as may meet the qualifications prescribed by the State Board. (5) Assist other departments, agencies and institutions of the State and Federal government, when so requested, by performing services in conformity with the purposes of the State Department. (6) Act as the agent of the Federal Government in welfare matters of mutual concern, and in the administration of any Federal funds granted to the State to aid in the furtherance of any of the functions of the State Department, and be empowered to meet such Federal standards as may be established for the administration of such funds. (7) Designate County Departments as its agents under its rules and regulations to perform any of the State Department's functions. (8) Administer such welfare functions as may hereafter be vested in it by law. (9) Provide a mental hygiene program of non-institutional care in the interest of preventive work and general mental hygiene activities. Provided, however, that no power herein conferred shall be so exercised as to impair or infringe the powers, authorities, and functions of the Boards and Officers governing or controlling the Alabama Insane Hospitals, Partlow State School, Alabama Boys Industrial School, State Training School for Girls, Alabama Institute for Deaf and Blind, State Health Department, Juvenile and Courts of Domestic Relations.

Section 9. The administration of the State Child Labor Law, now executed by the present State Child Welfare Department, is hereby transferred to the Department of Labor in the event such Department be established.

Section 10. There shall be established in each county a County Department of Public Welfare which shall operate under a County Board of Public Welfare and shall consist of the County Director of Public Welfare and such employees as the County Board and the State Board deem necessary for the efficient performance of the Welfare services of the County. The rights, powers, duties and responsibilities now vested by law in the County Board of Child Welfare are hereby transferred to and vested in the County

Board of Public Welfare upon the approval of this Act, the County Board of Child Welfare, whose rights, powers, duties and responsibilities are hereby transferred, shall be abolished. Whenever reference is made in any law of the State to the County Child Welfare Board such reference shall be deemed to apply to the County Board of Public Welfare. All property, books or records, files and other documents and papers belonging to the County Child Welfare Boards are hereby conveyed and transferred to the County Boards of Public Welfare.

Section 11. The County Board of Public Welfare shall consist of seven members, not less than two of whom shall be women, selected by the County Court of Commissioners or County Board of Revenue or other governing body of the County from the citizenship of the county on the basis of their recognized interest in the public welfare, provided that in counties in which there are cities having a population of sixty thousand or more, according to the last Federal Census, the city commission or other governing body of the city shall have equal authority with the County Board of Revenue or other governing body of the County in selecting the membership of the County Board of Public Welfare. Members of the County Board shall serve for terms of six years. Members of the County Board shall be appointed as follows: Two for terms of two years, two for terms of four years; and three for terms of six years. Thereafter each member shall serve for a term of six years and until his successor is appointed and qualified. Vacancies shall be filled for the unexpired terms in the same manner as the original appointments were made. The County Board shall meet at the County Seat within sixty days, or at the call of the Commissioner, after its appointment and shall elect from among its members a chairman and a Secretary to serve at the pleasure of the County Board. The County Board shall hold meetings under rules to be established by the County Board in conformity with the regulations of the State Board and such additional meetings as may be called by the Chairman. The presence of four members at any regular or special meeting shall constitute a quorum for the transaction of all business. Members of the County Board shall serve without compensation for their services as members but shall be reimbursed out of the general funds of the County for the amount of their traveling and other expenses actually paid out while in attendance at the meeting of the County Board.

Section 12. It shall be the duty of the County Board of Public Welfare to appoint a County Director of Public Welfare who shall be the executive officer of the County Department meeting the qualifications prescribed by the State Board, and the appointment shall be made without regard to political affiliations. The tenure of the County Director shall be at the pleasure of the County Board. The salary of the County Director shall be fixed by the County Board in conformity with the salary schedule as prescribed by the State Board.

Section 13. It shall be the duty of the County Director to meet regularly with the County Board which shall formulate general policies, rules and regulations. It shall also be the duty of the County Director to advise the County Board in regard to the activities of the County Department. All administrative and executive duties and responsibilities

of the County Department not inconsistent with the rules and regulations of the State Board shall be performed by the County Director, subject to the approval of the County Board. These duties and responsibilities shall include relief to persons in need of assistance; the performance of family welfare services, the care of dependent, neglected, delinquent and otherwise handicapped children, and such other child-care activities as shall be delegated to it by the State Department of Public Welfare; and the investigation of applications for admission to and discharges from county institutions providing care and treatment for indigents. It shall be the duty of the County Department of Public Welfare to furnish to the County Board and the State Board such reports concerning the activities of the County Department and concerning the status of the welfare functions within its jurisdiction as the County Board and the State Department shall require. If appointed by a court of competent jurisdiction, the County Department of Public Welfare shall, through its Director and his assistants herein-after provided for, perform under the supervision of such court, the functions of: (a) A probation officer of the court having jurisdiction of dependent, neglected, delinquent and otherwise handicapped children; (b) Agent of the court for making investigations pertaining to the commitment of persons to or discharged from State institutions.

Section 14. The County Director, with the approval of the County Board, shall appoint such staff as may be necessary to administer all welfare activities within its jurisdiction and to perform all other duties required of him. Such appointments, with the exception of the clerical staff, shall meet the qualifications as to training, experience and efficiency which are prescribed by the State Board. The salaries of the staff shall be fixed by the County Board in conformity with the salary schedule prescribed by the State Board. Adequate traveling expenses for the County Director and his staff while in performance of their duties shall be fixed by the County Board in conference with the County Director. The County Board of Revenue, Court of County Commissioners, or other governing body of the County and incorporated municipalities within the County shall make joint appropriations for office space, supplies, and for the maintenance of the functions to be performed by the County Department of the Public Welfare, and shall mutually participate in the benefits thereof, but the amount to be appropriated by said governing body of the County and by each municipality shall be subject to the approval of the said governing body of the County and the participating municipality or municipalities. When federal and State funds are available for use by County Boards, they shall be allocated by the State Board. Due consideration shall be given in the allocation of these funds to population, extent of need and the financial conditions of the County.

Section 15. The County Board of Education and the County Board of Revenue or other governing body of the county shall have authority to arrange for the joint service of public welfare and school attendance by the County Director or any member or members of his staff in the same manner as heretofore provided in the County Child Welfare Board Act. Provided that the County or City Board of Education shall have complete charge of the services of the persons employed for the joint service of School Attendance and Welfare

for the same proportion of the joint worker's time as the amount appropriated by the county or city Board of Education bears to the total amount appropriated by the local county or city officials for the joint service. (Article 4, Section 143 - 152, Code of Alabama, 1923.)

Section 16. Whenever there is any litigation pending to which the State Child Welfare Department is a party whether plaintiff or defendant the State Department is herein substituted for the State Child Welfare Department and the litigation may proceed as if begun originally by or against the State Department.

Section 17. For the maintenance of the duties and obligations of the State Department appropriations shall be made out of the general funds of the State for the various and separate activities of the State Department.

Section 18. It is hereby declared to be the Legislative intent that if this Act cannot take effect in its entirety because of the decision of any court holding unconstitutional the inclusion herein of any part paragraph, word, or phrase, the remaining provisions of the Act shall be given full force and effect as completely as if the part held unconstitutional had not been included herein.

Section 19. All laws and parts of laws, whether general, local or special, in conflict with any of the provisions of this Act are hereby expressly repealed.

Section 20. Nothing in this Act shall be construed to transfer to State or County Public Welfare Boards any functions, responsibilities, duties, or services now authorized by law to be performed by State, County or City Boards of Education. Nor shall this Act give authority to State or County Public Welfare Boards for the administration or supervision of the administration of any State or Federal appropriations, grants, aids, gifts, or loans now being administered or which may hereafter be administered by the State Board of Education and local school authorities.

Approved August 27, 1935.

Appendix B

AGREEMENT WORKED OUT BETWEEN MONTGOMERY JUVENILE COURT AND  
COUNTY DEPARTMENT OF PUBLIC WELFARE

AGREEMENT WORKED OUT BETWEEN MONTGOMERY JUVENILE COURT AND  
COUNTY DEPARTMENT OF PUBLIC WELFARE

On January 23, 1936, the Juvenile Court judge, the probation officer, Juvenile and Domestic Relations Court, and the director and case worker of Montgomery County Department of Public Welfare, met in conference for the purpose of working out relationships between agencies whose social work practices may at certain points overlap.

The following policies were agreed upon:

Inter-Agency Policies Involving Juvenile  
and Domestic Relations Court and  
Montgomery County Department  
of Public Welfare

January, 1936

I. General Types of Cases To Be Handled by the Juvenile and Domestic Relations Court, Montgomery.

- a. The Dependent Child. Cases involving dependency should be handled by the Juvenile Court when insufficient guardianship, controversial custody, or any matter involving a legal decision, is the principal contributing factor. This would mean that the court would handle cases of dependency referred to it by the County Department of Public Welfare since all cases of dependency should be initially referred to and investigated by the County Department of Public Welfare.
- b. The Neglected Child. A neglected child is one whose parents, through ignorance or wilful neglect, fail to provide proper care for the child. Such cases need first the assistance of a family case work agency which can provide long-time service. Neglect in many cases is brought about by inadequate financial support. Two types of cases of neglect in which the Juvenile Court may render service are the following:
  1. The deserted or abandoned child who is without custodial care becomes the responsibility of the Juvenile Court when it is necessary to establish custody. The County Department of Public Welfare should have the responsibility of making all investigations relative to possible plans for such children. The County Department should give the court the benefit of its findings when the time comes in the case to establish custody.
  2. Foundling children are the joint responsibility of the Juvenile Court and the County Department of Public Welfare. Such children need the security and protection from exploitation by the public, which only an agency like the Juvenile Court can give them. The children should be held by the court while an investigation is made in which the County Department of Public Welfare can give valuable assistance. As a general rule, a foundling child should never be placed in an unrelated home in the county where he was found. The State Department of Public Welfare will always assist a county court in making plans for a foundling child.

- c. The Delinquent Child. Initial reports of extreme delinquency should be cleared and investigated by the Juvenile Court. Probation which involves specific and technical case work practices should be brought into full play with cases involving delinquencies and delinquent attitudes.
- d. Custody cannot be transferred without due judicial process through the Juvenile and Domestic Relations Court.
- e. A case of a deserting or a non-supporting husband reported to the Juvenile and Domestic Relations Court must, of course, be handled through the channels of the court. Such cases, however, should always be cleared with the Department of Public Welfare.

II. General Types of Cases To Be Handled by the Montgomery County Department of Public Welfare.

- a. Cases of dependency should be cleared and the initial investigation made by the Department of Public Welfare. Cases of dependency are the responsibility of the County Department of Public Welfare except in cases where factors are involved which require a legal decision, such as insufficient guardianship, controversial custody, etc., in which instances the cases should be referred to the Juvenile Court. The County Department of Public Welfare in such instances shall give the court the benefit of its finding.
- b. Cases of neglect are the responsibility of the County Department of Public Welfare. Initial investigations should be made by the County Department. If it is found that matters involving legal decision, such as desertion, abandonment, etc., which necessitates establishment of custody, are the paramount features, then the County Department should refer the case to the Juvenile and Domestic Relations Court.
- c. Cases of delinquency of children may be handled by the Montgomery County Department of Public Welfare within their own case load so far as can be done without process of law.

- d. The Unmarried Mother. All cases involving unmarried mothers should be referred to the County Department of Public Welfare for investigation and social planning. If the question of the separation of the mother and child is necessary the case should be discussed with the State Department of Public Welfare. If the State Department of Public Welfare agrees that the child should be separated from its mother and if the State Department agrees to receive the child, the case may be presented to the Juvenile Court for hearing and final decision.

- e. When a family case becomes involved with issues of desertion and non-support, the client may be referred to the Court of Domestic Relations. The Department of Public Welfare should assume the responsibility of a joint conference with the Court of Domestic Relations giving the court all the benefit of their past experience with the family. The Court of Domestic Relations should, in all such instances, service these cases as quickly as possible and give routine reports of their contacts and decisions to the Department of Public Welfare.

### III. Clearance and Referrals.

- a. All cases initially reported to either agency should be cleared with the other before any action or investigation is undertaken. If it is found that a case reported to one agency is already being handled by the other agency, a case conference should be held regarding joint or individual responsibility.
- b. Upon receiving a report of a case and it is apparent that the case should be handled by the other agency, a prompt referral should be made. The value of conference between agencies which may be concerned with the same case cannot be over-stressed. Records should be read carefully by both agencies.

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For illustration, the following cases might serve as examples of inter-agency responsibility.

1. A boy is brought into court on non-attendance school charge. (Case cleared with Department of Public Welfare. No case record found.) An investigation shows that the boy is showing a few pre-delinquent tendencies resulting from non-attendance at school. The child has not been in school because of lack of clothes. The case should be referred to Montgomery County Department of Public Welfare to be given such assistance as may be necessary. The case worker of the County Department should work with the boy with the view in mind of helping him overcome his delinquent tendencies. If such service does not lead to correction, the matter may be referred to the Juvenile Court whose probation officer may lend valuable assistance.
2. A woman comes into the court and complains that her two eldest children cannot go to school because of insufficient clothing and lack of food. Her husband is supposed to be working on W.P.A. project at rate of \$27 per month. For some reason, he did not get regular salary and received a very insignificant sum for one week's work and was cut off. Woman says the three youngest children are starving in the home. This case should be referred immediately to the Montgomery County Department of Public Welfare, who can clear through W.P.A. and probably assist if the family is suffering.

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3. A family under care of Montgomery County Department of Public Welfare has several children who may be potential problem children. Later, one of the children becomes too troublesome. The probation officer of the court could be asked to render service on this case and the probation officer and the visitor together could work out a good solution for this particular child.
4. A mother with three young children is receiving assistance from Montgomery County Department of Public Welfare. She gets dissatisfied and leaves the children. The first responsibility should be that of Montgomery County Department of Public Welfare which is thoroughly familiar with the case, the relatives, other resources, etc. Later, if Montgomery County Department of Public Welfare cannot work out plan after exhausting all resources, the Juvenile Court should assume responsibility for the deserted children.

Copy of Minutes of Meeting at Which Agreement between  
County Agencies Was Adopted

On February 25, 1936, the director and case worker of the Montgomery County Department of Public Welfare met at Juvenile Court with the judge and probation officer. The above paper involving inter-agency policies between the Juvenile Court and Montgomery County Department of Public Welfare was read and discussed. A point that was particularly stressed and mutually agreed upon was that the responsibility for initial investigations in cases of neglect and dependency should be assumed by the Montgomery County Department of Public Welfare. If it is found that such cases of neglect and dependency have points in them which require legal decision, then they will be referred to the Juvenile Court for decision. Initial reports of extreme delinquency should be cleared and investigated by the Juvenile Court. Cases of delinquency of children may be handled by the Montgomery County Department of Public Welfare within their own case load so far as can be done without process of law.

The group discussed the wisdom and importance of the court's taking immediate jurisdiction in cases of deserted, abandoned, or foundling children, with the Montgomery County Department of Public Welfare sharing a joint responsibility in working out plans for these children.

Special emphasis was placed on the policy for unmarried mothers - that is, the unmarried mother is the responsibility of the Montgomery County Department of Public Welfare for initial investigations and planning.

In the matter of clearance and referrals, both agencies were urged to clear every case initially reported to either agency before any action is undertaken on the case.

The question of school attendance was discussed in this meeting. The school attendance officer for Montgomery County handles cases of school non-attendance in the following manner:

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1. Cases involving children of families receiving service or assistance from the Montgomery County Department of Public Welfare are referred to that agency.
2. The responsibility of cases involving children whose families have not come to the attention of a social agency is assumed by Miss Goldthwaite. If the school attendance officer cannot work out a satisfactory plan in such cases and she believes they are matters for the judge of the Juvenile Court, she then refers the cases to the court. If there is any question as to whether the family with whom the school attendance officer comes in contact through the children is receiving assistance from the Montgomery County Department of Public Welfare or the Juvenile Court, she refers the case for advice to the Department of Public Welfare or to the court. The fact was stressed that every effort should be made to refer any case of school non-attendance to the agency, if any, that was assuming responsibility for the family, so that there would not be a duplication of work with the family. The judge agreed to discuss this meeting with the school attendance officer since the question of school attendance was mentioned.

The judge and the director of the Department of Public Welfare agreed that if the above mentioned policies are carried out the efforts of both agencies will count for more, and that more forceful planning for the families involved can be effected if there is the proper allocation of work and cooperation between agencies.

Appendix C

SUGGESTED OUTLINE FOR FIELD REPRESENTATIVE'S  
NARRATIVE REPORT

ALABAMA DEPARTMENT OF PUBLIC WELFARE

SUGGESTED OUTLINE FOR FIELD REPRESENTATIVE'S

NARRATIVE REPORT

COUNTY \_\_\_\_\_

DATE OF VISIT \_\_\_\_\_

WORKER \_\_\_\_\_

NARRATIVE REPORT

A. Purpose of Visit.  
(Brief statement)

B. Outside Contacts.

1. Commissioners or other interested public officials.
2. Interested persons having no direct connection with Department of Public Welfare.
3. Works Progress Administration officials.
4. Resettlement officials.
5. National Re-Employment Service officials.

C. Public Welfare Board.

Frequency of meetings; how are meetings attended; method of interpretation used; participation of individual members on board programs; attitude of individual members toward the program in the county; organization of board into committees; activity of committees; note any changes of membership of board.

D. Finances of Public Welfare Department.

1. Adequacy of funds to meet needs of county.
2. Amount from private sources.
  - (a) How secured.
  - (b) Purposes used for.

E. County Department of Public Welfare.

1. Office space and equipment.
2. Staff.
  - (a) Adequacy as to numbers.
    - (1) Any changes in personnel.
  - (b) Director.
    - (1) Evaluation of director as a case worker, leader of her board, committees, etc.
    - (2) As a community organizer.

- (3) As an executive and leader of her staff.
- (4) Personality.

Attitude toward work, board; special likes and dislikes; strong and weak points; plans for future training.

(c) Visitors.

- (1) Special aptitudes.
- (2) Weaknesses.
- (3) Plans for future training.

(d) Basis for division of case load between director and visitors.

- (1) Average case load of each.

F. Office Routine.

- 1. Efficiency of organization.  
(General staff)
- 2. Frequency of staff meetings.  
(Methods of training used)

G. Files and Reports.

- 1. Order of filing case records.
- 2. Accuracy of clearance.
- 3. Case records --- contents of --- kept up to date --- written well or poorly.
- 4. Daily work sheets, monthly reports, card index, juvenile court docket, adoption register --- how kept.

H. Case Work Service.

- 1. Types of major problems.
  - (a) Services involving financial aid.
    - (1) Aid to Dependent Children.
    - (2) Old Age Assistance.
    - (3) Mentally and physically handicapped.
    - (4) Women without employment history.
    - (5) Temporary aid.
    - (6) Other.
  - (b) Services without financial aid.
    - (1) Children's cases --- namely:  
Dependent, neglect, delinquency, etc.
    - (2) Adult cases --- namely:  
Non-support, desertion, contributing to delinquency, immorality, etc.
  - (c) Use of community resources in case work.
  - (d) Work with crippled children.

I. Community Organization.

- 1. Utilization of social, civic or church groups.
- 2. Use of volunteer workers.
- 3. Methods of publicity.

4. Cooperation with health unit, farm and home demonstration agents.
5. Recreational programs.
6. Types of committees and activities of each.
7. Attitude of private physicians regarding services at clinics.

**J. School Attendance.**

1. Joint service of straight school attendance?
  - (a) Status of non-enrollment or attendance, causes of poor attendance.
  - (b) Method of stimulating interest in school attendance.
  - (c) Use of teachers in work with problem children.
  - (d) Work with Parent Teachers Association.
  - (e) Cooperation of Superintendent of Education in program.
    - (1) His feeling regarding progress of present set-up of attendance work.

**K. Juvenile Court Judge.**

1. Leadership qualities.
2. General ability as juvenile court judge; his understanding of program; of court procedure, etc.
3. Attitude toward school attendance work and toward the Superintendent of Education.
4. His opinions and criticisms of Director of Public Welfare.

**L. Children Supervised.**

1. Number of wards of Department of Public Welfare visited by Field Representative.  
Number supervised by County Worker and reports submitted to Field Representative.
2. Number of children in adoptive homes supervised by Field Representative.  
Number supervised by County Worker.

**M. Investigations.**

1. Foster Homes.
2. Adoption Cases Homes.
3. Other (children's cases, etc.).

**N. Remarks.**

Appendix D

REPORTS ON FIELD VISITS TO ELMORE COUNTY

## REPORTS ON FIELD VISITS TO ELMORE COUNTY

September 5, 1935

## Attended Commissioners Meeting:

At the request of the Board of Commissioners, field representative reached Wetumpka at 10:00 A.M. to discuss the organization of a County Department of Public Welfare. All but one of the Elmore County Commissioners were present.

## Finances:

The commissioners have agreed to put up \$300 cash for the month of September. Although \$200 is the minimum, they agreed that the extra amount will take care of additional unemployables. All were very much interested in the prospect of inmates of almshouses being placed with relatives when advisable; however, Mr. H. pointed out the fact that their plan of management for the Elmore County Almshouse has been very satisfactory.

## Attitudes:

Mr. H. had studied the material available and had been to Montgomery to talk with the State Supervisor of Social Work of the Alabama Relief Administration. The field representative talked with him before the meeting and he was interested but took little part in discussion at the commissioners' meeting as Judge H. did most of the talking. The field representative read and discussed the Public Welfare Bill, advised them about the members of the State Board and what service may be rendered by commissioners in order to begin organizing; qualifications of personnel and eligibility for aid. The commissioners were interested but wished to be given until the following day to submit a plan of organization and suggest names for County Board members. The commissioners read the material available and expressed the desire to study it carefully.

## Discussion of Board Members:

The field representative pointed out the value of appointing board members who are especially interested in welfare of people, and who will give careful thought and consideration to questions discussed with them by the county director. The field representative feels that a great deal of thought is going to be given this matter judging from several remarks made by the commissioners. One of the women who will be asked to serve on the Board is a practicing lawyer. A public spirited physician who is especially interested in problems of this kind is to be asked to serve also.

## Discussion of Personnel:

The commissioners seemed to think that there will be no doubt but that Miss C, former child welfare superintendent, will be asked to serve as county director. Her work has been entirely satisfactory to the county

as former attendance officer and as a child welfare superintendent. They feel that her tact and her careful consideration of cases and the judgment she has shown in handling problems in the county will make her services invaluable in the work. They think she will be the only person whose application will be given consideration by the Board.

#### Discussion of Joint Program:

The field representative discussed with the superintendent of education, the question of having a joint service in the county. He felt that it would be a wise thing to have the joint service. He felt that ten days out of every month would be sufficient to attend to the attendance work. He knows that the same proportion of the visitor's salary will be paid by the Board of Education as the proportion of time given this service. He expected to talk with the commissioners and with the members of the Board of Education before making any final decision. He felt that Miss C's services as attendance officer were entirely satisfactory and if her duties and responsibilities are too heavy in this work, he would like to have a visitor work with her under her supervision as attendance officer. If the joint service is thought advisable in Elmore County their resolutions will be included in the plan to be submitted next day. The field representative told the commissioners that it was entirely up to the County Board of Education and the county commissioners as to whether or not they would have a joint service. They preferred to talk it over with the superintendent of education and the education board members.

#### Conclusions:

A copy of a plan including regulations for eligibility for aid was left for the commissioners, also a blank form for the names of the Board members, their addresses and terms of office. These will be forwarded on the following day. The commissioners will decide on the date and place for the first board meeting and will notify the board members.

Field Representative

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September 16, 1935

The field representative attended the first meeting of the Elmore County Board of Public Welfare. Mr. H. served as chairman. All the members were present except one.

#### Discussion of Joint Service:

The superintendent of education was present for the purpose of discussing with the Board the question of having the joint service for attendance work. It was recommended to him by the State Department of Education that Elmore

County have a separate attendance worker, but the local superintendent wished to assure the Board that he realized the value of two organizations working together and he would like to feel that the worker would be under the supervision of Miss C. who so efficiently served the Department of Education as attendance officer. He expects today to recommend to the State Department of Education, that Miss B, a local person, who meets the qualifications except for sufficient formal training in social work, serve as attendance officer. She has had only a six weeks course in casework. He realizes that if she is accepted it will be because the State Department of Education has agreed to this.

#### Board Members:

Mr. H., member of the Board of Commissioners, is now serving as chairman of the Board of Public Welfare. It is very evident from his manner in discussing the program that he is very much interested and expects to give his time and careful thought to serving the Board and the county. He is eager that the Board be kept in touch with changes in the program, because he realizes, as other members of the Board do, that they will be expected to interpret the program to the citizens of the county. Dr. P. and Dr. H., practicing physicians in the county, are members of the Board and take an active part in the discussion of cases which might be eligible and of general procedure of work. Mrs. D., a person who is very active in public affairs in Tallassee, asked many questions indicating her interest in understanding the work and just what service the Board would be expected to render. Mr. F., a merchant of Eclectic, listened intently but had little to say except to wonder why a particular family could not be assisted. The father of the family is in a Veterans' Hospital and the family receives an allowance of \$30. per month from the Government. The case was discussed and it appears that when he understands just why cases cannot be assisted he will be a valuable person on the Board. Mr. V. was not present at the meeting. Mr. M. came late to the meeting. Miss M. is acting as secretary of the Board.

#### Official Personnel:

Miss C., who has been appointed as county director, is showing a great deal of initiative in starting the work. Until relief forms can be secured from the district office and forms are available from the State Department of Public Welfare, she has set up a system of forms which include all of the data necessary for determining the eligibility of a person. One blank which was felt to be especially valuable was a certification blank. It was a form of recommendation to be signed by a person who had known the applicant for some time. Another was the certificate issued by a doctor who had made a recent physical examination of the applicant. Miss M. has been selected as visitor. She has done good work as a visitor in the relief office, and Miss C. felt she would efficiently serve in this capacity. Mr. M. is the accountant. He has already gotten in touch with the accountant in the A.R.A. office and expects to keep in touch with the state accountant. Miss M. is office secretary. The last three appointments were recommended by Miss C., director, and were acceptable to the County Board.

#### Finances:

The county has deposited the \$300. agreed upon as its September participation.

WILMINGTON REPORT

A. Purpose of Visit

February 26, 1936

To attend a meeting of the Elmore County Board of Public Welfare.

The visitor on the local staff was requested by Mr. H., chairman of the Board, to ask the field representative to attend the meeting of the Board since the county director was ill and unable to attend.

In conference the state commissioner and the director of the Field Service Bureau decided that it would be advisable for the field representative to attend the meeting although in most counties it was considered best that the director should interpret the present situation to the Board rather than to have a representative of the state serve in that capacity.

B. Public Welfare Board Meeting

The meeting was attended by Mr. H., chairman, Mrs. D., Mr. V., Dr. H., Miss M., visitor, and Miss M., stenographer. After reading the minutes of the last meeting, which was held in October 1935, the chairman requested the field representative to talk with the Board about the present situation.

The field representative referred to the bulletin issued by the State Department February 24 and explained the amount available from the state for the last half of February; what proportion of this was allowed as the state's part toward administration; the formula was explained in detail and the fact was brought out that only the old age assistance group and aid to dependent children group were eligible for assistance from Federal funds. The field representative explained that the state had no funds through which to assist the physically and mentally handicapped, but that it would assist the group coming under the classification of temporary aid, if the county could pay one fourth of the total amount for this group. The fact that additional Federal funds would be available if the county wished to put up more funds for the two security groups was discussed. In accordance with the bulletin the field representative brought out the fact that no state funds were available after March 1 unless such funds were provided.

Prior to the Board meeting a committee of the Board had drawn up a resolution expressing appreciation of the assistance rendered the county by the state and urging those in authority to leave nothing undone to see that funds were provided in order to carry on the work which is so greatly needed. The chairman asked if the field representative had any suggestions to make with reference to the resolution. The field representative told them that she thought it was a splendid resolution and she had no suggestions to make. The field representative was then asked if she thought it would be a good idea to send a copy of the resolution to the Governor and Lieutenant Governor and to members of the legislature. She declined to express herself on this point. Mrs. D. said she did not see how the legislators from Elmore County could know how badly the money was needed unless the Board interpreted this need to them. Every member of the Board agreed that this was

necessary and the chairman told of a recent conversation with members of the legislature from Elmore County. He felt they were going to leave nothing undone in order that funds might be appropriated. The members of the Board accepted the resolution unanimously and it was agreed that a copy would be sent the Commissioner, State Department of Public Welfare, the Governor and the members of the legislature from the county.

The Board members were interested to know the proportion of the Elmore County case load to that of the entire state under the types of assistance given by county departments. They were also interested in the fact that 42 percent of the eligible age group in the county population has applied for old age assistance. The total number was 540, of which 311 remained to be investigated. They were much gratified over the fact that 123 cases were approved by the local department and the state had approved all the cases which the local department approved. There are now eleven pending applications in the state department. Several members of the Board expressed appreciation of the standard of work maintained by the local department. They have a great deal of confidence in the director and the visitor, but are eager that both secure further training as soon as possible. The Board was interested in the recent district conference for county directors at the state department office. The field representative told them of the practical talk made by the director from Elmore County concerning children on probation in the county.

There was a discussion of possible cooperation between various organizations in the county. The Board feels that the Health Department, Education Department, and Farm Agent work together in an unusually harmonious way. Mrs. D. told of the advantage which the mill workers in Tallahassee are receiving. A certain amount is deducted from each worker's pay each week. A hospital has been built with these funds and any member of the family of an employee of the mill is given medical assistance and hospitalization free of charge. A hospital is now being built in Wetumpka which the Board feels will be of great assistance to the local department for medical cases in the county. Dr. H. says he feels work for the crippled children is one of the greatest needs in the county. There was a discussion of the manner in which Federal funds are made available to the county for crippled children. The Board members were keenly interested in this and told the field representative of a meeting which had been held the day before concerning this phase of welfare work.

When the Board adjourned it was agreed that it should have meetings more regularly. After the meeting the field representative was told by the visitor that most of the Board members had been coming into the office to learn something of changes in the work and to keep informed as to the general trend of the program. Miss C., director, wrote to the Board members at intervals, about how the work is progressing and in this way kept them informed during those months in which regular meetings were not held.

Field Representative

