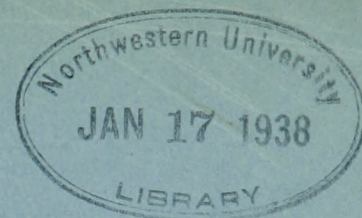


12198

Y 3. W 89/2.13/L-3

U.S. Fed. works agency



WORKS PROGRESS ADMINISTRATION

Harry L. Hopkins, Administrator

Corrington Gill
Assistant Administrator

Howard B. Myers, Director
Division of Social Research

RESearch BULLETIN

SOCIAL SERVICE DIVISION STAFFS OF THE STATE EMERGENCY RELIEF ADMINISTRATIONS,
1935 and 1936

Reduction Procedures--Functions--Personnel Standards--Trends

October 1937

L-3

CONTENTS

	Page
Introduction - - - - -	1
I. Duties performed by State E.R.A. Social Service Divisions- - -	2
Functions in November 1935- - - - -	3
Functions in March 1936 - - - - -	5
II. Procedures in effecting reductions in personnel- - - - -	7
Cases for selecting workers to be released- - - - -	7
Preparing workers for the change in program - - - - -	8
Provisions for retaining professionally trained workers - -	9
III. Personnel standards- - - - -	10
Education and experience requirements - - - - -	12
Special requirements- - - - -	20
Personal qualifications - - - - -	20
Difficulties in meeting personnel requirements- - - - -	21
IV. Salaries and vacations - - - - -	23
Paid vacation and sick leave- - - - -	26
V. Factors affecting personnel changes- - - - -	28
Appendix A. Information requested on State E.R.A. social work application forms, arranged alphabetically by subject with typical questions - - - - -	31
Appendix B. Questionnaire sent to State E.R.A. Social Service Division staffs- - - - -	35
Appendix C. Typical personnel problems--quotations from letters discussing State E.R.A. personnel problems - - - - -	39

TABLES

Table

1. Variations in titles of positions in State E.R.A. Social Ser- vice Divisions- - - - -	13
2. Educational requirements by number of States reporting and type of position- - - - -	15
3. Length of professional education and experience in desired qualifications for supervisor by number of positions reported- - - - -	16
4. Length of professional education and experience in desired qualifications for senior and junior case workers by number of States reporting - - - - -	18
5. Previous experience accepted by number of States reporting and type of position- - - - -	19
6. Time allowed as paid vacation and sick leave for one year's continuous service by number of States reporting- - - - -	27

This study of personnel in the Social Service Divisions of the State Emergency Relief Administrations is a summary of three inquiries on personnel made by the Division of Social Research of the Works Progress Administration during 1935 and 1936. The analysis was undertaken at the request, and with the assistance of the Social Service Division of the Federal Emergency Relief Administration. The first inquiry, made during the summer of 1935, concerned the personnel standards established by S.E.R.A. Social Service Divisions for social service positions. The purpose of the other two inquiries was to analyze the changing functions of State E.R.A. Social Service Divisions. During the period surveyed, general relief was transferred from a Federal to a State and local basis. Sharp reductions in social service staffs resulted in most States as case loads and relief budgets were reduced with the initiation of the Works Program. To measure the effects of these reductions, questionnaires¹ were filled for Social Service Divisions of State Emergency Relief Administrations as of November 1, 1935, when final F.E.R.A. grants were being made to several States, and as of March 1, 1936, when F.E.R.A. funds for administration were nearly exhausted in most States.

The study was originally planned for administrative use only. Numerous requests for information in this field have made it appear advisable to make the findings generally available. In summarizing the questionnaire data for publication, only the points that might be interesting to the continuing relief programs as background material have been included. Questions relating to the immediate situation have been omitted and information on size of staff has not been included since the data for the three periods were not comparable in this respect.

I. DUTIES PERFORMED BY STATE E.R.A. SOCIAL SERVICE DIVISIONS

With the establishment of the Federal Emergency Relief Administration in 1933, it became necessary to determine the extent of the need of persons and families applying for relief. To establish eligibility for relief and to administer the assistance needed, local social service divisions were set up under the State Emergency Relief Administrations. These latter, in turn, were responsible to the Social Service Division of the Federal Emergency Relief Administration. The city and county offices were located so that the social workers would be able to visit the homes of the unemployed as easily as possible and so that the offices would also be readily accessible to the unemployed.¹

The functions performed by the local social service divisions were basic to the efficient operation of the tremendous program of Federal assistance. As the program developed, the duties of the divisions also broadened. The functions of local social work staffs in November 1935 indicate the scope of the services they rendered. With the development of the activities of the Works Program, the Resettlement Administration, and the Social Security Board, there were major changes in emphases of local social service staffs, as indicated by the functions reported in March 1936.

¹For a detailed summary of the work of social service divisions, see Brown, Josephine C., "Social Service Division," Monthly Report of the Federal Emergency Relief Administration, March 1 Through March 31, 1936, pp. 1-9.

Functions in November 1935

Analysis of the functions and services of the Social Service Division staffs in November 1935 as reported for 42 States and the District of Columbia showed that although the main responsibility was the administration of direct relief, other Federal programs required many services from the workers. The fact that the E.R.A.'s had been established longer than other agencies and had workers familiar with the local situations in practically every county made the services of these workers in demand. The November information showed that although case loads had decreased, the volume of work, particularly in relation to other Federal and State programs, had not declined.

The work being done by the State E.R.A. Social Service Divisions in November 1935 seemed to fall into three general groupings: (1) administering relief; (2) rendering services to the Works Progress Administration; and (3) serving other Federal and State programs. While a number of specific duties were included under each of these groupings, they were obviously of widely varying importance.

(1) Administering relief

Administering State and local relief.
Investigating complaints from Washington and State offices.
Statistical reporting for State E.R.A.
Answering requests from other State E.R.A.'s for information and case summaries on former clients applying for relief in other States.

(2) Services to the Works Program

Certifying workers to W.P.A. and canceling certifications.
Obtaining information on change in family status of workers.
Investigating and adjusting refusals to accept private employment or W.P.A. assignments.
Certifying rural rehabilitation clients.
Furnishing lists of workers for special programs or projects.

(3) Services to other programs

Selecting boys and girls eligible for the N.Y.A. program.

Selecting girls for educational camps.

Certifying workers for the C.C.C.

Allocating surplus commodities.

Several State divisions reported that increased statistical work was required of the visiting staff. In some instances this was reporting and statistical work formerly done by the Accounting Division but now carried by the visitors because of staff reductions. In other instances it consisted of compiling statistical data or making surveys for the E.R.A. educational program, Soil Conservation Service, Resettlement Administration, or other Federal or State programs.

Certification of former rural rehabilitation clients was heavy in certain States. In New Mexico, for instance, 2,000 families were to be certified during November. In South Carolina there were 1,500 families to be certified. Arizona also reported a large number of certifications to be made.

Practically every State reported an increasing number of persons applying to the local relief offices for placement with the W.P.A. or rural rehabilitation.

The State E.R.A. staffs in Arizona, Washington, and Minnesota were performing services in preparation for the State Social Security programs, including educational and publicity work that involved meeting local groups, helping to plan legislation, and conducting research to determine the extent of the need for certain types of care. Some State E.R.A.'s were already making investigations in November 1935 for old age and blind assistance and aid to dependent children.

In a number of States the E.R.A. was giving services to local agencies. For example, in Minnesota the E.P.A. was administering medical aid and hospitalization in counties where such service was requested by local offices legally responsible for such aid. In a few Tennessee counties the E.R.A. workers were investigating cases of unemployables and supervising expenditures of county funds for them. In Louisiana the local supervisors had charge of the parish welfare units as well as of the E.R.A. units.

Four States reported that the visiting staff delivered notices of work assignments to clients in order to facilitate the placement of men at work. Visitors in Nebraska acted as registration clerks for the National Reemployment Service in counties having no office of that agency. In many Michigan counties visitors were writing relief orders either in the office or at home.

Functions in March 1936

The duties of the Social Service Divisions as reported by 42 States in March 1936 could still be listed under the same general groupings as in November but they showed a different emphasis. The administration of direct relief, mainly limited to unemployables, was still a function of 24 of the State organizations reporting in March but whereas this had been the chief responsibility of practically all of the State Social Service Divisions reporting in November, only 14 State agencies cited it as the main function of the organizations in March. One of these State agencies was giving relief only in emergencies, one was supervising the expenditure of local relief funds, and another was supplementing the local relief grants in special cases. Eight State agencies were administering relief together with one or more types of assistance made available through Social Security grants. Handling of complaints and inquiries were still listed as responsibilities of local staffs in 11 States.

Services to the Works Program were listed by the majority of the State organizations in March 1936, but the emphasis was more on special investigations and individual adjustments than on certification. Thirteen States reported that the workers were referring families to the Resettlement Administration or making special studies of the Resettlement case load. Suggesting work projects and listing relief persons available for employment on these projects were activities which were reported less frequently in March than in November.

Certification for the Civilian Conservation Corps was given as a function of the local units in the spring of 1936 by 16 State agencies and referral to the National Youth Administration was cited by 8 agencies. Allocation of surplus commodities was still generally listed.

More State agencies in March than in November listed community interpretation, publicity, or educational work in preparation for a permanent State program as responsibilities of the staff. Also, more States were gathering special statistics in March or were making studies with relation to the development of future State departments of welfare.

II. PROCEDURES IN EFFECTING REDUCTIONS IN PERSONNEL

Bases for Selecting Workers to be Released

With the gradual liquidation of the State Emergency Relief Administrations, it became necessary to reduce social work personnel on an extensive scale. In order to determine what policies were followed in the various States, the State E. R. A.'s were asked whether quality of work, preparation and training, seniority, or need was the basis used in selecting social service staff members to be released. Several agencies reported that they considered more than one of these points in releasing workers. The frequency with which each point was checked follows:

	<u>November 1935</u> ¹	<u>March 1936</u> ²
Quality of work	28	23
Lack of preparation and training for work	18	20
Seniority	9	5
Need of worker	12	11

Other factors that influenced the selection of persons to be released were requests from other agencies for State E.R.A. workers, interest of the worker in entering other professional fields, professional attitudes and loyalty, residence, marriage if the woman's husband was employed, community pressures, and lack of potentialities of the worker for further development in social work.

Quality of work was reported as the primary consideration in both November 1935 and March 1936. In the latter month, however, the States with the most participation by the localities tended to emphasize local residence, length of service, and need (but usually only for the local resident) as considerations in retaining a worker.

¹Based on reports from 42 States and the District of Columbia.

²Based on reports from 42 States.

In both November and March the preparation and training of the workers were usually given careful consideration in relation to their performance on the job. This was in accordance with sound personnel policy and was particularly necessary due to the wide variations in education and experience of the staffs. Several State E.R.A.'s had established definite requirements with respect to the education and experience of their personnel, but because of the numbers needed in the emergency relief work, they had had to make many exceptions to those requirements.

Preparing Workers for the Change in Program

The State E.R.A.'s had in general assumed responsibility for preparing workers for the change from a Federal to a State or local relief program. They had issued one or more general bulletins to the staffs prior to November 1. In some instances, they had supplemented the bulletins by individual conferences with the field staff or with local administrators, or by conferences of the field representatives with local staffs. Efforts had been made to give a final notice from 1 week to 1 month before actually releasing a worker. Agencies tried to find positions for workers in need in other phases of the Federally supported program and to retain qualified social workers in the State by transfers to other Federal or State agencies. Some workers were transferred to the Division of Intake and Certification of the Works Progress Administration, but these positions were few in number. Other W.P.A. administrative positions were filled before the State E.R.A. staff reductions began or they required more education and experience than the visitors possessed.

Provisions for Retaining Professionally Trained Workers

Twelve State E.R.A.'s reported in both November and March that they had retained professionally trained workers by transferring them from one local unit to another. Four additional State agencies reported success in accomplishing such transfers in March but not in November. Nine State E.R.A.'s effected transfers in November but not in March. By March county staffs had become a local problem, with no provision for State supervision or authority in six of these States and with various complications in the other three. In one, personnel control had been decentralized, but since the State E.R.A. was assisting in paying administrative expenses in counties meeting certain requirements, it had been able to hold qualified workers; in another, the E.R.A. was to close in March; the third State had no local staffs at that time but had made plans to employ all available local qualified persons when the county public welfare departments were established.

Three of the State E.R.A.'s that reported retaining staff by transfers indicated that they were limited in pursuing this policy either by a State law enforcing seniority as the basis of retaining staff or by strong community prejudice against workers who were not local residents.

Eleven States reported that qualified workers had been employed by other State or Federal agencies.

III. PERSONNEL STANDARDS

The extent of the relief problem and the speed with which Social Service Divisions were established by State Emergency Relief Administrations created a demand for a much larger group of social workers than the professional field could supply. In many localities personnel with the desired training and experience was not available. The personnel requirements of the State E.R.A.'s for positions in the local units, therefore, although based on professional social work standards, were adapted in each State to the available personnel. Every effort was made to improve the caliber of social service staffs employed by the S.E.R.A.'s through local institutes, through training at accredited schools of social work for selected personnel, and through other methods of in-service training.

This part of the present study was undertaken to present a composite picture of the personnel standards required by the Social Service Divisions of the State E.R.A.'s in comparison with the qualifications which were considered desirable.

In response to the request for information on personnel qualifications prepared for use by the State E.R.A.'s, 35 State agencies sent usable information on 1 or more positions and 7 others furnished information on personnel practices.

Detailed analysis of training and experience requirements and the degree of supervision expected made possible the classification of visiting personnel into four groups: senior case worker, junior case worker, visitor, and beginning worker.

Comparable data were received from 14 States for the position of director, from 29 States for the position of supervisor, from 19 States for senior case worker, from 22 States for junior case worker, from 14 States for visitor, and from 35 States for beginning worker.

Because of differences in the job titles used by various agencies, it was necessary to set up uniform classifications before analyzing the material. The groupings and definitions given below represent the general trend of the State E.R.A. classification systems. The positions as given in the various State E.R.A. classifications have been assigned to these groups after a careful consideration of definitions and duties, of qualifications, of the size of the State E.R.A. staff, and of such information concerning the form of local organization as was available. Table 1 shows the variations in titles included under each of these classifications.

<u>Title</u>	<u>Definition</u>
<u>Director</u>	Administrator responsible for the coordination of a large local unit. Not responsible for the immediate supervision of social service visiting staff.
<u>Supervisor</u>	Responsible for the supervision and training of visiting staff. This classification includes the supervisor who is immediately in charge of a small group of workers and the supervisor in a unit so large that her immediate contact is with assistant supervisors or district supervisors.
<u>Senior case worker</u>	Responsible for visiting families in their homes, determining eligibility for relief and kind and amount of aid to be given. Handles more difficult cases, may assist with supervision of other workers, requires little supervision. Requirements usually include: (1) professional education at an accredited school of social work; (2) experience with an accredited social agency.
<u>Junior case worker</u>	Responsible for visiting families in their homes, determining eligibility for relief and kind and amount of aid to be given. Performs duties of senior case worker, except for assisting with supervision of other workers. Requirements usually include: (1) professional education in an accredited school of social work; or (2) experience with an accredited social agency; or (3) a combination of such training and experience; or (4) a period of experience with the State E.R.A. as beginning worker and visitor.

<u>Title</u>	<u>Definition</u>
<u>Visitor</u>	Responsible for visiting families in their homes, determining eligibility for relief and kind and amount of aid to be given. Works under supervision and handles no difficult cases. Requirement: 3 to 12 months' experience with relief agency. A classification intermediate between beginning worker and junior case worker. Sometimes a preprofessional position with higher educational qualifications than those required for the beginning worker.
<u>Beginning worker</u>	Responsible for visiting families in their homes, determining eligibility for relief and kind and amount of aid to be given. Works under close supervision. No previous training or experience in social work or in emergency relief work required.

Education and Experience Requirements

Practically all education and experience requirements listed in the statements submitted by the State E.R.A.'s for this study were characterized by indefinite wording that allowed for many interpretations. Qualifications were stated with a series of alternatives that might be accepted and with exceptions to the alternatives.

Both minimum requirements and desired qualifications were specified. The latter represent the amount of education and experience considered desirable by the State E.R.A.'s. The minimum requirements, subject to exceptions approved by the State office, were so phrased as to provide sufficient leeway to meet the immediate situation.

The desired qualifications for directors, supervisors, and case workers, were based on standards of the professional field of social work. Alternatives were usually those given in the requirements for membership in the American Association of Social Workers.¹

¹Requirements for full membership in the American Association of Social Workers--7 years of preparation including general college education, professional education, and social work experience. These 7 years must include the following minima:

1. Two years of college work in an accredited college.
2. Twenty semester hours in social and biological sciences.
3. Twenty-four semester hours in approved technical social work courses.
4. Three hundred clock hours of supervised field work.

Directory of Members of the American Association of Social Workers, 1936,
 American Association of Social Workers, New York, n. d.

Table 1 - VARIATIONS IN TITLES OF POSITIONS IN STATE E.R.A.
SOCIAL SERVICE DIVISIONS

Director	Supervisor	Senior and junior case worker	Visitor	Beginning worker
Administrator	Case supervisor	Case worker	Family visitor	Aide
Commissioner	Case work super- visor	Case worker I II III IV	Home visitor	Case aide
Director	Relief supervisor	Case worker A B C D	Investigator	Case worker
Director and executive secretary	Resident supervisor	Junior case worker	Junior case worker	Case work aide
Director of bureau	Social service director	Junior social worker	Relief worker	Family visitor
Director of relief	Supervisor	Junior visitor	Senior case aide	Home visitor
District director	Supervisor of social service	Social worker	Senior case worker	Investigator
District relief administrator	Director	Senior case worker	Senior investi- gator	Junior case aide
Division superin- tendent	Administrator	Senior social worker	Senior visitor	Junior investi- gator
Executive director		Senior visitor	Senior visitor	Relief aide
Junior executive director		Trained field worker	Social worker	Visitor's aide
Local director			Untrained field worker	
Social service director			Visitor	
			Visitor I	
			Visitor II	

The desired and the minimum educational requirements for the six types of positions are shown in table 2. The minimum requirements are of greater interest than the others since they more nearly approximate the qualifications of persons who were available.

. Qualifications were more definitely stated for the beginning worker than for the supervisor or director. Out of 35 states, 31 listed minimum requirements for the inexperienced worker while only 22 out of 29 States named minimum requirements for the position of supervisor and 7 out of 14 for the position of director (table 2).

For directors, supervisors, and senior and junior case workers 63 of the 84 positions specified college graduation and professional education as desired qualifications, while only 6 included both as minimum requirements. Of 35 State E.R.A.'s, 29 specified a college degree as desirable for beginning workers, but only 9 specified a college degree or its equivalent as a minimum requirement.

Seven out of fourteen State agencies listed a college degree plus professional training at an accredited school of social work as a desired qualification for directing personnel. Only one State agency made a college degree and professional education a minimum requirement for directors (table 2).

Twenty-two out of twenty-nine positions of supervisors made professional education a desired qualification. Certification at an accredited school of social work was specified in 12 cases (table 3). Only four positions of supervisor called for professional education as a minimum requirement (table 2).

Table 2 - EDUCATIONAL REQUIREMENTS BY NUMBER OF STATES REPORTING AND TYPE OF POSITION

Type of position	Desired qualifications							Minimum requirements							
	Total	Not definitely stated	High school graduation	Some college	2 years college	College degree	College degree and professional education ¹	Total	Not definitely stated	High school graduation	Some college	2 years college or equivalent	College degree or equivalent	College degree and professional education ¹	2 years college and professional education ¹ and experience
Director	14	1	-	2	1	3	7	14	7	-	-	3	3	1	-
Supervisor	29	-	-	-	1	6	22	29	7	1	1	5	11	4	-
Senior case worker	19	-	-	-	-	1	18	19	4	-	-	1	9	1	1
Junior case worker	22	-	-	-	1	5	16	22	10	-	-	1	8	-	3
Visitor	14	-	-	-	-	14	-	14	1	1	-	6	6	-	-
Beginning worker	35	-	4	-	2	29	-	35	4	11	-	11	9	-	-

¹ Includes either undergraduate or graduate work.

Table 3 - LENGTH OF PROFESSIONAL EDUCATION AND EXPERIENCE IN DESIRED
QUALIFICATIONS FOR SUPERVISOR BY NUMBER
OF POSITIONS REPORTED

Professional education in an accredited school of social work	Experience with a recognized public or private agency					
	Total ¹	1 year	2 years	3 years	4 years	5 years
Total	27	4	6	12	4	1
None required	5	1	1	2	1	-
Degree from under- graduate school	2	-	1	1	-	-
1 quarter graduate work	1	-	1	-	-	-
2 quarters or 1 semester graduate work	4	1	1	1	1	-
1 year graduate work	1	-	1	-	-	-
2 years graduate work	2	-	-	2	-	-
Certificate	12	2	1	6	2	1

¹ Information furnished by 21 of the 29 States (table 2); 4 gave requirements for 2 supervisory positions and 1 for 3.

Professional education was specified as a desired qualification for all but 1 of the 19 senior case worker positions and all but 6 of the 22 junior case worker positions reported (table 2). Two quarters of graduate work were most often specified (table 4). Only one of the senior case worker positions and none of the junior case worker positions made professional education plus a college degree a minimum requirement (table 2).

Additional experience was accepted in lieu of professional education for all positions of supervisor and senior and junior case worker.

Professional education was not required for any positions of visitor or beginning worker.

Experience was required for all positions of director and supervisor (table 5). Out of 14 agencies reporting qualifications for director, 6 accepted experience with a recognized social agency, plus administrative and executive experience, and 8 did not state the nature of acceptable experience. Social agency experience was most frequently cited as the acceptable background of supervisors and senior case workers.

Most of the requirements for supervisors specified a definite period of professional experience, usually 3 years (table 3). Two years was the period usually specified for senior case workers (table 4). Usually no experience was required of junior case workers (table 4), but States requiring no previous experience of junior case workers did require professional training.

Emergency relief experience was expected of all visitors. Most of the 35 State E.R.A.'s giving qualifications for beginning workers did not cite the kind of previous experience desired, or made only some general statement, such as "some experience with people."

Table 4 - LENGTH OF PROFESSIONAL EDUCATION AND EXPERIENCE IN DESIRED
QUALIFICATIONS FOR SENIOR AND JUNIOR CASE WORKERS
BY NUMBER OF STATES REPORTING

Professional education in an accredited school of social work	Experience with a recognized public or private agency											
	Senior case worker						Junior case worker ¹					
	Total	None	6 mos.	1 yr.	2 yrs.	3 yrs.	Total	None	6 mos.	1 yr.	2 yrs.	3 yrs.
Total	19	2	4	1	10	2	20	15	2	2	1	-
None required	-	-	-	-	-	-	2	-	1	1	-	-
Degree from under- graduate school	2	-	1	-	1	-	3	2	-	1	-	-
1 quarter graduate work	1	-	-	-	1	-	-	-	-	-	-	-
2 quarters graduate work	7	1	-	1	4	1	10	8	1	-	1	-
1 year graduate work	3	1	-	-	2	-	3	3	-	-	-	-
2 years graduate work	1	-	-	-	1	-	1	1	-	-	-	-
Certificate	5	-	3	-	1	1	1	1	-	-	-	-

¹ Exclusive of 2 States for which detailed data were not available.

Table 5 - PREVIOUS EXPERIENCE ACCEPTED BY NUMBER OF STATES
REPORTING AND TYPE OF POSITION¹

Type of position	Total ²	Social agency	Emergency relief	Administrative or executive	Supervisory experience in social agency	Related fields ³	Sales management	Not definitely stated	None required
Director	14	6	1	6	-	-	1	8	-
Supervisor	29	27	5	1	14	2	-	-	-
Senior case worker	19	18	1	-	-	-	-	-	-
Junior case worker	22	19	2	-	-	-	-	1	-
Visitor	14	-	14	-	-	-	-	-	-
Beginning worker	35	-	-	-	-	13	-	20	2

¹ Includes both minimum requirements and desired qualifications.

² The total number of States giving information on the positions of director and supervisor does not equal the sum of the corresponding frequencies in the following columns because some States specified several kinds of previous experience.

³ Usually defined as "some work with people", such as teaching, nursing, recreation, nutrition, character building, and personnel and industrial relations.

Special Requirements

The qualifications stressed points that are considered of particular importance to the States. Several, for example, emphasized that the worker "shall not be related to any local county official." Three gave as one qualification for the position of director that the applicant must be an out-of-county person. Others included the "use of a car" in the qualifications.

Eligibility for work relief was not mentioned as a basis for employment of administrative staff, but questions on the economic status of the workers appeared on practically all application forms (see appendix A). The degree to which this information was actually used in employing staff is not known. The leadership of many communities failed to distinguish between project workers and administrative staff, criticized administrative costs, and favored employing personnel on the basis of need. Although the State E.R.A.'s may not have intended to consider the economic status of the prospective worker as the deciding factor, local opinion in many places forced them to do so.

Personal Qualifications

Seven State agencies furnished a statement of desired personality qualities. All but one of the States making job analyses of the State E.R.A. positions in 1934 for all work and relief positions included such statements.

This does not mean that the personality of the worker was not an important factor in employing staff. The provisions for exceptions to educational and experience requirements and the letters received from the Social Service Divisions show that education and experience plus the individual worker's ability were of primary concern.

Education and experience can be measured in terms of degrees or years, but any evaluation of personal qualities is based on the judgment of one or more persons. The meaning of any such judgment depends upon the ability of the persons responsible for interviewing and employing staff. However, a listing of desired personal qualities has value in any personnel qualifications prepared for general use or publication by a public organization. Such a statement should be as comprehensive as possible and should include any factor as important as the personality of the worker that may be used as a basis for refusing to employ a person.

The personality requirements most frequently included in the statements from the seven States were resourcefulness, ability to work with people, good judgment, tact, and poise.

Difficulties in Meeting Personnel Requirements

An analysis of State E.R.A. personnel standards would be unsatisfactory unless it indicated the degree to which the standards were applied. Many State requirements were adopted before the State E.R.A.'s knew the size of the problem ahead of them or the difficulties in staffing the organization. Hence, it is not surprising that the personnel standards often could not be enforced.

Practically all of the State Administrators reported difficulty in applying the standards.² The reasons generally given were: (1) scarcity of professional trained personnel; (2) low educational levels in communities so that college people were not available for the position of visitor; (3) the general opinion that persons in need should fill all positions; (4) State residence requirements; (5) reluctance of local communities to accept nonresident workers; and (6) political pressure.

In one State where there were few persons trained for emergency relief work, but where there was great pressure from the communities to consider age as a primary qualification, the E.R.A. required of supervisors a college degree or its equivalent, or graduation from high school with 2 years of social work experience. This stipulation did not prevent the employment of better qualified personnel if such was available, but it did meet the immediate problem, since the majority of persons who were considered unqualified for the emergency relief work were between 40 and 50 years of age and had not attended college. Provision was made for exceptions to this requirement subject to the approval of the State office.

In their effort to make the qualifications practicable, two State agencies, restricted in appointments to persons who were residents of the State and having practically no trained personnel available, required no professional education or experience.

² See appendix C for quotations from typical letters from the State E.R.A. officials showing the problems they met with in obtaining qualified personnel.

IV. SALARIES AND VACATIONS

Seventy-five dollars a month was the minimum salary most frequently reported for beginning workers in State Emergency Relief organizations. The range was from \$50 a month, reported in two States, to \$125, reported in one State. One-third of the States reporting the position of visitor stated that \$90 a month was the minimum salary. In some instances the salary range for visitors overlapped that of beginning workers; in some, it began at a point \$5 or \$10 higher; and in some the minimum coincided with the top of the range for beginning workers.

The minimum salaries given with greatest frequency for the other groups were:

Junior case worker	\$100 a month
Senior case worker	\$125 a month
Supervisor	\$150 a month
Director	\$200 a month

So many factors were involved in establishing a salary system that much more data would have been needed to make a comparative study. The cost of living and local wage levels affected the entire salary scale. Size of local staffs affected salaries paid to directors and supervisors. Visitors' salaries varied from State to State depending upon whether or not allowance for transportation was included.

Some States had established salaries on the basis of population, or population and case load; others on case load, size of staff, and difficulties in the local situation. Some States had a narrow range in salary for the positions of director and supervisor and based any one salary within this limited range on the preparation of the individual worker. States with urban centers and large concentrations of case load had the widest salary ranges for the top positions. For example, the salary range for directors in one State was from \$200 to \$500 per month, and for supervisors, from \$135 to \$375. This State had between 5,000 and 7,500 workers on the State E.R.A. staff, with half of the case load and over half of the staff located in 2 cities. Another State, with less than 500 on the total State E.R.A. staff and with no large cities, reported a salary range of \$100 to \$200 per month for the position of director and \$90 to \$125 for the position of supervisor.

Professional education and experience were recognized in the salaries paid. One State reported a salary range of \$100 to \$130 for untrained supervisors and of \$130 to \$165 for supervisors with professional experience. Beginning workers who had satisfactorily completed an institute given by the State training department received \$10 more a month than those who had not received such training. One State agency stated that "graduation from an accredited school of social work or advanced study shall be recognized by additional salary."

Ability and responsibility also were usually considered in determining salaries, except for beginning workers. One State agency made provision for salary recognition of workers who had been employed for a number of years and who had shown exceptional ability and had assumed administrative responsibility, but who, because of their educational background, could not meet the requirements for the position of junior case worker. On the other hand, three State agencies in listing positions held by workers without professional background stated that these workers were not eligible for promotion and would be replaced as soon as possible.

Three State agencies provided systems of salary increases for untrained workers at 6-month intervals. One State agency stipulated that no person could be recommended for any increase until he or she had been employed 3 months.

In all States reporting salaries there had been an effort to establish salaries for any given position on an equal basis throughout the State and to relate the salaries to those paid in adjacent States for similar work.

Paid Vacation and Sick Leave

Of 20 State agencies furnishing information on paid vacation and sick leave, 10 reported that they gave 2 weeks' paid vacation for a year's service (table 6). One State gave paid vacation to supervisors only, and one State gave a longer period to the visiting and supervisory staff than to the clerical workers. Half of the vacation period was given for 6 months' service in most instances. All but 2 of the 20 States gave some sick leave with pay.

Table 6 - TIME ALLOWED AS PAID VACATION AND SICK LEAVE FOR ONE YEAR'S
CONTINUOUS SERVICE BY NUMBER OF STATES REPORTING

Time allowed	Vacation	Sick leave
Total	20	20
None	-	2
Individual basis	-	4
1 week	3	3
2 weeks	10	5
15 days	6	2
30 days	1	4

V. FACTORS AFFECTING PERSONNEL CHANGES

In 22 States the agency or agencies that were to be responsible for relief, at least for the year 1936, had been determined by March. The factors affecting personnel changes in these States, therefore, are of especial interest. Eighteen of the twenty-two States answered the request for information on personnel standards for the Social Service Division staff.

Two trends were shown by this group of States in March 1936: (1) a return of personnel control to the local administrative unit; and (2) reduction of administrative expense. In six States in which personnel authority had been centralized under the E.R.A., selection and appointment of local personnel were now the direct responsibility of the local public welfare departments or boards. In six other States with State responsibility for personnel requirements and appointments, staffs had been cut because of reduced administrative budgets, failure to appropriate money for salaries, or discontinuance of services because of insufficient funds to employ adequate staff. Five additional State agencies in which personnel authority had become a local responsibility reported drastic reductions in staff and efforts to reduce administrative costs. In one of the five States the entire staff in two counties and half of the staff in two other counties had been released, and there seemed to be a strong movement to have relief administered by local elected officials. In another State such a change had already been made in eight counties.

In the remaining four States for which data were available selection and appointment of workers had been a local responsibility under the E.R.A. Two of these States had required certain qualifications of the local staffs as a condition of reimbursement of salaries, and the other two had constantly emphasized the importance of qualified personnel. In 16 States the E.R.A. had controlled personnel appointments either by centralized approval of the qualifications of persons employed, or by the establishment of eligible lists of candidates from which the local unit might select workers. Two States did not furnish definite information on the methods of handling personnel under the E.R.A. or under the succeeding organization.

A further trend seen in the reports was the increased necessity of considering local prejudices in employing staff. Residence, both State and local, a problem under the E.R.A., had become a definite factor in the selection of staff in 13 of the 22 States. Nine of these were States in which personnel had been returned to the local units, but in the other four, there was a strong resistance to out-of-State personnel for the State office or for supervisory positions, or to the transfer of qualified workers from one county to another. In three States residence and seniority were considered first by the local boards in retaining staff. One State reported a tendency to replace experienced workers by local residents without training or experience. Where personnel was a local responsibility, the retaining of experienced personnel depended largely upon the acceptability of the local worker to the community.

In three States, the E.R.A. was paying part or all of the salaries of supervisors and visitors in counties employing qualified personnel. In two of these States this policy could be continued throughout the year, but in the other State the reimbursement was to cease on July 1, 1936.

On the other hand, workers who attended accredited schools of social work with F.E.R.A. assistance had been retained in practically every State, either in the State E.R.A. or in the permanent welfare department. The staff members retained in both the State Department of Welfare and the local units in one State had had from 1 to 2 years' relief experience and had all attended E.R.A. institutes. Nine professionally trained workers had been added to the staff in one State, and three were to be added in another. All professionally trained workers formerly with the State E.R.A. had been transferred to the new department of welfare in another State.

In four States with local responsibility for personnel, local groups had in many instances shown a desire to continue the same staff. In one State 60 percent of the former E.R.A. staff had been employed by local boards. In another State many local departments had consulted the State Social Service Division for advice as to which members of former E.R.A. staffs should be retained. In the other two States local authorities had, in several instances, taken over entire staffs.

During the period when F.E.R.A. funds were available for administration, the State E.R.A.'s had an unusual degree of freedom in personnel matters as compared to that exercised by other government departments in the States. "Local jobs for local people" is a concept too deeply ingrained in most communities to be eradicated in 2 or 3 years.

The discrepancy between standards and available personnel made it difficult for the State E.R.A.'s to be articulate concerning qualifications. Much employment was on an individual basis to meet the immediate situation. State E.R.A. personnel standards were generally written to include desired standards and were not adapted to the staff available for employment. Hence actual practice could seldom be measured in terms of an established standard. Whether the present personnel trends represent a forward or a backward step should be considered not in relation to the State E.R.A. programs but in relation to personnel standards for relief and assistance prior to 1933.

Appendix A

INFORMATION REQUESTED ON STATE E.R.A. SOCIAL WORK APPLICATION
FORMS, ARRANGED ALPHABETICALLY BY SUBJECT
WITH TYPICAL QUESTIONS

INFORMATION REQUESTED ON STATE E.R.A. SOCIAL WORK APPLICATION
FORMS, ARRANGED ALPHABETICALLY BY SUBJECT
WITH TYPICAL QUESTIONS¹

1. Name and Address - Present and permanent.
Date of birth.
Birthplace.
Married, single, divorced, widow or widower, separated.
Maiden name.
2. Character - Have you been arrested, complained of, indicted for,
or convicted of any violation of the law? If so, give
details.
Have you ever been bonded?
Have you ever been rejected for a bond?

To what extent do you smoke, drink, chew tobacco?
3. Citizenship and Residence - Citizenship - native or naturalized?
How long in county? How long in State?
Legal residence - ward - county - State.
Voting residence.
Number years in U. S. Number years in State.
Have you been a legal resident of the State? When?
4. Dependents - Age and relationship.
What family responsibilities have you?
How many persons are partially dependent on you?
5. Economic Status - Do you live with parents, relatives, wife or
husband, or alone?
Are you employed at present? Salary?
Have you ever applied for relief or received relief?
If so, give name and address of agency.

Members of your family that are working. Employer and
income.
6. Education - Number of years - name of school - location - degree -
certificate or diploma.
Elementary school.
High school.
College or university.
Technical school.
Graduate work.

Courses completed in social sciences.

What subjects were your majors and minors in college?

¹Based on forms used in Alabama, Arizona, Illinois, Indiana, Iowa, Nebraska,
Nevada, North Dakota, Pennsylvania, South Carolina, and Wisconsin.

Courses, instructors, university, and credits in any of the following subjects:

Agriculture	Nursing	Business Management
Dietetics	Psychology	Institutional Management
Economics	Public Health	Office Management
Engineering	Social Work	Personnel Management
Law	Sociology	Research and Statistics

Give names of any subject you have had in your educational training which pertain to the position for which you are applying.

7. Employment Record - Positions held in social work.

Employer.
Address.
Position.
From -- To -- .
Reason for leaving.

Firm - address - supervisor - position - salary.

Name and address employer - business.
Position you held - from -- to -- .
Number you supervised.
Salary.
Name of immediate supervisor.
Reason for leaving.

Any additional special or part-time work not covered in above experience record which you believe fits you for the position for which you are applying.

Special questions on experience:

What do you consider your normal occupation?
What office machines do you operate?
Typing speed? Dictation speed?
Are you a notary?
Kinds of work for which you consider yourself qualified in order of your preference.
In what locality do you prefer to work?
Kind of social work preferred.

8. Government Employment of Applicant - Military record - Civil Service examinations. Grades--

Have you been employed by the State E.R.A. before?
Where?

Have you filed your personal record with the State E.R.A.?
When and where?

9. Government Service - Relatives employed.

Names, addresses, and positions of first and second degree relatives in any government employment in the State.

Employed in any office of State E.R.A.?

Names and addresses of all relatives who are city or county officials or members of the relief board.

10. Physical Health - Date of last physical examination.

Illnesses, diagnoses, dates, recovery.

Physician's name.

Do you wear glasses?

Were you ever refused insurance? Why?

Physical handicaps. Describe.

11. References - If employer is out of business, give name and address of executives who can give references.

Have you any objection to the E.R.A. writing any of the above references? If so, which ones? Give reasons fully.

If in business for yourself, give the names and addresses of three firms or three executives with whom you have dealt.

Give names and addresses of three persons who have known you professionally.

Give names of three persons (in no way related to you) who have known you not less than two years.

12. General Questions.

What languages other than English do you speak?

What languages other than English do you understand?

Membership in professional societies.

Height, weight, color of eyes, of hair.

Appendix B

QUESTIONNAIRE SENT TO STATE E.R.A. SOCIAL
SERVICE DIVISION STAFFS

The same questionnaire was used for the
period July 1, 1935-November 1, 1935 as for
November 1, 1935-March 1, 1936.

QUESTIONNAIRE SENT TO STATE E.R.A. SOCIAL
SERVICE DIVISION STAFFS

Indicate in each case whether the information is exact or is an estimate. If the payroll is on a weekly basis, figures for the week nearest the dates that are immediately available will be satisfactory. Please indicate the dates, if such figures are used.

1. Total number _____ S.E.R.A. Social Service Division Staff as of:
July 1, 1935 - November 1, 1935 - Difference

2. Number in State office

a. Social Service Division
Executive staff _____

(Include in this figure such positions as Social Service Director, Asst. Director, and any department heads reporting to the Social Service Director. Do not include secretaries, stenographers, or clerical department heads.)

b. Field staff _____
(Include only professional field staff.)

3. Number in local units _____

(The local unit is defined as the unit directly responsible to the State office. This may be a district, an area, a county, or a municipality.)

Number on executive staffs of local units

a. Number of directors of local units
(professional) _____

b. Number of supervisors of local
units _____

c. Number of supervisors _____

(Include in this all supervisors, whether classified as assistant, district, county, or junior, who are responsible for the supervision of staff and are under the direction of the supervisor of the local unit.)

d. Number of total visiting staff _____

(Include social workers, case workers, visitors, investigators, junior visitors, and junior investigators, case aides, aides.)

4. How many of those released between July 1, 1935 and November 1, 1935 from the Social Service Division, executive, supervisory and visiting staff (for which figures are given in 2 and 3)
- a. Resigned? Number
- (1) How many resigned to accept other positions? _____
- b. Were released by the S.E.R.A.?
- (1) Because of reduced case loads due to employment
ment on W.P.A. program? _____
- (2) Due to cut in administrative budget? _____
- (3) For other reasons - Specify. _____
5. What has been the basis of selecting workers to be released?
- a. Quality of work.
b. Need of work.
c. Lack of preparation and training for work.
d. Seniority.
e. Others (list any others used).
6. Have entire staffs of any local unit been released?
- In how many cases? _____. When? _____
7. Has any provision been made for holding professionally trained workers, as for example by transferring them from one unit to another? Describe any arrangements made.
8. What plans have been made for notifying workers of the reductions of staff?
9. Has notice been given the staff through the S.E.R.A. office of
- a. The possible reduction in staff?
b. The numbers to be released?
c. The dates effective?
d. Basis of selecting workers to be released?
10. When was notice of staff reductions given?

11. Have plans been made to reduce staff as of certain dates? Give dates with numbers to be released.
12. List the duties that are now being performed by the supervisor and visiting staff of local Social Service Division. Include any special investigations or securing of special information as well as regular duties.
13. Remarks and comments.

Appendix C

TYPICAL PERSONNEL PROBLEMS--QUOTATIONS FROM LETTERS
DISCUSSING STATE E.R.A. PERSONNEL PROBLEMS

TYPICAL PERSONNEL PROBLEMS

The following quotations are taken from letters received from the State E.R.A.'s, which present one or more of the problems met in obtaining personnel.

A. Scarcity of Professional Trained Personnel.

1. "It has been utterly impossible to secure an adequate number of trained persons. Only comparatively few of the county supervisors are professionally trained social workers. There are a few who might be called semi-trained. They have had short courses, or several years of actual experience in the field of social work, or a combination of the two."
2. "The scarcity of professional social workers, the lack of good material, and the impossibility of classification have caused a condition where it has been difficult to enforce personnel standards."
3. "It is difficult to find qualified supervisors, other than those who have been in the program a long time, and 'grown up' with it."

B. Educational Levels of Local Communities.

1. "In selecting beginning workers the aim has been to set a minimum educational standard of bachelor's degree from college. Practically, it has been impossible and sometimes not advisable to adhere strictly to this regulation. In some counties educational standards are particularly low and it has been impossible to secure men or women with a college degree. A certain amount of maturity has been sought for, but not always secured. General standing in the community, the probability of continuance in social work, a reasonable assurance of freedom to leave home, and good health are all factors that have been considered."
2. "We are not able in many of our rural counties to approximate the standards set up by the State office."

C. State Residence.

"We have not been able to conform to these standards inasmuch as there has been a strong sentiment against bringing in trained people from outside the State."

D. Local Pressure.

"Our biggest problem has been the connection of the local county governing board with our units. For over a year most of our time has been spent in trying to keep our units free of local political interference."

E. Replacement of Staff.

"In general, educational qualifications include a bachelor's degree, and if possible, some professional experience, though success in some work that indicates leadership and two or three years of college work is acceptable. We still have aides, who have been with the program since its inception and who were carried over from the relief administration under R.F.C., who have no college work, but, because of reasonably acceptable work, have not been replaced.

"About a year ago we attempted to set up minimum qualifications for the social service division staff. After doing so, we applied them to the personnel records which we had, and found that if we made the qualifications binding we would have to release about three-fourths of the social service personnel throughout the State. We thought for a time that we might make the qualifications low enough that we could reach them but decided if we ever released such a statement the minimum would in many places become the maximum and we would never be able to raise the standard. We feel that we are not ready to stimulate standards yet. What we are trying to do is to get one even partially qualified worker in each county in charge of social service."