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RESEARCH BULLETIN

ORGANIZATION AND PROCEDURES
OF
THE MARYLAND BOARD OF STATE AID AND CHARITIES

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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.)

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The following rep of the Maryland 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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organization

1/ Changes in the Maryland situation as a result of the action of the legislature in April 1936 are noted in Appendix G.

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GENERAL APPRAISAL

A few important policies and procedures stand out as responsible for the high quality which has characterized the work of the Maryland Board of State Aid and Charities as a whole. These factors may be summarized as follows:

1. Unpaid local boards have been selected jointly by the State Board and the county commissioners on the basis of interest in the program, ability, and representation. These boards have offered lay leadership which has usually proved to be sound and non-partisan
2. Both the administrator and the director of the Department of Social Work have been well trained and have high professional standards. This has made it possible for progressive planning and sound action to originate at the top and also to be recognized and fostered wherever they have occurred in the organization.
3. The state staff has been selected because of specific ability in the field of public welfare, and individual qualifications for the work to be done. This is particularly evident in the extent to which the members have had previous experience in social work as well as professional training. Such selection of staff has been made possible by the Board's policy of employing persons on the basis of qualifications without limitation by such factors as residence or political affiliation.
4. Local staff members have been selected on the basis, first of acceptability to the county boards, and second of qualifications for the work to be done. This has brought about close coordination of welfare work with other community activities, and at the same time has resulted in satisfactory standards of operation.
5. A close relationship has been maintained between the state staff and the local workers. This has provided an opportunity for the continuous development of the local workers while on the job.
6. Both in the state office and in the relation of the state office to local units every effort has been made to create conditions in which workers can function freely and responsibly according to each one's abilities and limitations.
7. The state staff has defined its function as making leadership and supervision available for each community and each agency, rather than determining a pattern which must be followed exactly. The result is seen in the lack of uniform standards, both in relief and service; in

the amount of initiative taken by local boards and other lay persons; and in the willingness of board members to assume responsibility for the work of the local agencies.

8. Each community has been regarded by the state staff not as a single unit which will either oppose or support social work but as composed of individuals who have varying relationships to the development of local social work.
9. The state staff has been interested in both program and practice. It has acted on the theory that a social work program merely provides the frame-work for assistance to individuals; that sound development of practice is also necessary; and that the futhering of this development is as much the responsibility of the State Department as projecting a program.

THE MARYLAND BOARD OF STATE AID AND CHARITIES

I. Factors in the Development of the State Board

Until 1930 Maryland had left the responsibility for the development of social work throughout the state to private initiative. Legislation concerning the welfare of under-privileged citizens had been almost entirely permissive. It had provided no machinery for an educational program to stimulate action, no central bureau for advising and assisting county units, and no means by which a plan for public welfare services might be worked out for a county too poor to adopt a program unaided.

State grants-in-aid were given to private institutions as early as 1798, and later public institutions were financed from state funds, but little or nothing had ever been expended for a preventive, non-institutional public social work program. Such state aid as was given to institutions was centered in the Board of State Aid and Charities organized in 1900.

In the report of the Social Welfare Commission^{1/} in 1930, the social work in the 23 counties was outlined as follows:

Seven counties had branches of the Maryland Children's Aid Society. One county was in the process of organizing a branch of the Society. Three counties had family welfare agencies with paid workers, privately supported. One county engaged a worker paid by the county commissioners to administer relief. One county had a probation office whose work included family adjustment. Ten counties had no paid social workers.

One of the major recommendations of the Social Welfare Commission was that the Board of State Aid and Charities extend its services so that there would gradually develop a state department of welfare which would be comparable to the departments of health and education.

The point of view expressed in the report is important in relation to the subsequent development of the work of the Board of State Aid and Charities. The report stated:

"Communities differ as radically and as peculiarly as individuals differ. Before any organization is superimposed on a county there should be careful case study of that county as an 'individual' and a plan evolved which will most adequately meet its needs. It is as unsound for a community as for an individual to have things done 'for' it rather than to have the initiative come from within

^{1/} Appointed in 1929 for the purpose of making a survey of the state's social welfare program.

Thus a state social welfare program should . . . be more in the nature of a parent organization, which by a process of education and stimulation awakens in the community the desire to achieve certain results. Even where a state has adopted a more or less ideal scheme it is blocked in putting it into operation through lack of personnel. There is a dearth of trained social workers. But even if there were no such dearth the wisdom of constantly bringing trained persons into a community from the outside is questionable We believe it is most essential that a department of social welfare adopt an equalization plan and reduce minimum requirements based on a businesslike estimate of what the state should spend in preventive social work to forestall high bills in the future care of maladjusted persons. . . . If these general principles are followed in developing the present Board of State Aid and Charities then the keynote of the Maryland program will be as it should be, growth and flexibility."

Immediately after the commission made its report the social worker who had conducted the survey was employed by the Board of State Aid and Charities to continue studying the situation and to begin carrying out some of the recommendations.

Early in 1933 the Governor set up an independent committee for the distribution of emergency relief, but in the 1933 legislative session the Board of State Aid and Charities was made the official Emergency Relief Administration, effective July 1, 1933.

In the 1935 legislative session the Board's duties and functions were enlarged to make possible a more general state welfare program and to provide for county welfare boards. This new law, which went into effect June 1, 1935, provided a means for receiving and dispensing Federal Social Security funds and made possible the realization of the recommendations made by the commission in 1930 for the development of a department of welfare comparable to other state departments.

Effects of Federal Program

The Federal Emergency Relief Administration not only provided the state with funds which could not or would not have been provided in any other way, but it also had the beneficial effect of helping to raise standards of relief. The counties worked out their own standards to a large extent and they have continued to use them since the termination of the E. R. A., in establishing budgets for old age pensions. In general these budgets are higher than they would have been three years ago before the counties had felt the influence of Federal money and Federal supervision.

The supervisory contact between state and Federal governments under the F.E.R.A. had both negative and positive results. The whole Federal relief program emphasized consideration for the client as an individual, respect for work as such rather than work for test purposes, and adequacy of relief. This philosophy gave weight to the type of program that the State Board wished to establish in the counties. There was no evidence

of the old poor relief philosophy in the Federal Emergency Relief Administration program. In discarding such principles as publishing names of clients and other means of making relief unpleasant, the F.E.R.A. was a decided force in advancing local thought on the whole relief question. The F.E.R.A. policy of employing trained persons to administer the work also made it easier for the State Board to overcome local resistance to trained personnel.

The procedures of the F.E.R.A. were less helpful than its policies. The speed with which orders had to be executed often created friction between the state administration and the localities, which sometimes resisted the orders, or took the attitude that the state administration should solve the problems since it was forcing the issues. Also plans conceived in Washington did not always fit the local situation and did not readily allow for modification.

The relation of the state to the Federal government changed decidedly after the termination of F.E.R.A. grants. At the time of the survey, funds were being received from the Social Security Board for old age pensions on the basis of legislation already passed. A plan for special child welfare services had been approved by the Children's Bureau of the United States Department of Labor and the Maryland allotment of \$22,000 a year for this work was soon to be made available. In April 1936, the legislature met and enacted laws which would enable the state to obtain Social Security funds for aid to dependent children and to the blind.^{1/} Members of the Board of State Aid and Charities expressed the hope to the observer that they would receive help from both the Children's Bureau and the Social Security Board in planning a progressive program, and that they could look to the Federal agencies for specialized skill and service which would supplement and stimulate the state staff.

The Social Security money seems to have provided the impetus necessary to make the state and counties take immediate action to fill the gap left by the withdrawal of Federal relief funds in 1935. Both the state legislature and the county commissioners saw the advantage in providing means for matching Federal funds as soon as possible. Whether the limitation of Federal funds to a few definite categories will limit the action of the state and localities in providing for more general relief is yet to be determined.

^{1/} See Appendix G, Note Regarding 1936 Legislation.

II. Organization and Practice of the State Board

Legal Provisions

The law providing for County Welfare Boards, which went into effect on June 1, 1935, also amended the law relative to the Board of State Aid and Charities^{1/} In order to make it comply with the provisions of the Social Security Act.

The State Board was made the agency to handle Social Security and other Federal funds for welfare and relief in Maryland. It was made the "central, coordinating and directing agency" of welfare activities in the state. All activities of the County Welfare Boards and of the Department of Welfare of Baltimore City, financed in whole or in part by the state, were placed under its supervision, direction, and control.

The Board was empowered to create a County Welfare Board in each county, and to select the persons from whom the county commissioners could make appointments to the local boards. The Board was further given authority to prescribe the number, salaries, and minimum qualifications of the personnel engaged in state financed activities of the local boards.

The Board was also directed to "investigate, study, and consider the whole system of public and private institutions, organizations and agencies of a charitable nature in the state, including those which receive part of their income from the state". It was given authority to inspect welfare institutions or agencies, and to suspend or revoke licenses and order withdrawal of state appropriations where conditions were found to warrant such action.

The law stated that the Board should consist of eight persons, including the Governor, the Director of Health, and six appointees of the Governor. Terms of office were set at four years. The Board was directed to appoint a "competent person" to act as its full-time executive secretary. This person should have training and experience in "social welfare and relief work".

Practical Operation

While the law gave the Board of State Aid and Charities almost unlimited control over the work of local agencies, the Board in practice adopted the policy of exerting little absolute control.

In the matter of Old Age Assistance, for instance, the State Board had authority to establish detailed standards for assistance. Instead of setting up rigid standards, however, it was merely recommending that

^{1/} See Appendix A.

Old Age Assistance be based on a budget which included all the necessities of living. The amounts for individual items it left to the determination of the local boards. As a result of this policy, the budgets for Old Age Assistance varied widely from county to county. At the time of the survey the range was from \$9.75 per person per month in one county to \$21.85 per person per month in another.

The same policy was pursued in regard to salaries of county workers. The Board had set a salary scale for each position in the county as well as in the state organization, but it was not insisting that this scale be followed in the counties. Consequently, many local workers were still being paid \$75 a month, the minimum salary set by the state, whereas under the state policy of salary increases, they should have been receiving \$85.

There were only two ways in which the State Board definitely exercised an administrative function. It audited the books of the County Welfare Boards, sending a state auditor to each county about once a month; and it required monthly reports from each county, all records being retained in the county office.

In practice, the State Board's relationship with the local boards was chiefly supervisory and it extended such service to almost every function of the County Welfare Boards. Its service varied from recommending technical procedures to helping develop points of view and philosophy. Its relationship to County Boards was sometimes direct, but more frequently it was through the local executive, especially if this executive had not yet established himself in the community. However, the state administrator, or in a few cases some other member of the state staff, with one or two members of the State Board, met with each County Board when it was first established.

The relationship with the county commissioners was also an essential part of the state staff's activity. Both directly and through the local executive the staff tended to seek the advice of the county commissioners whenever decisions on local matters were being made.

Sources of Funds

At the time of the survey, the state was financing all of the work of the County Welfare Boards except that one-third of the Old Age Assistance grants was being supplied by the counties under the law of 1935. The state funds came from the one percent gross receipts tax levy for emergency relief, effective April 1, 1935 to April 1, 1936. This money had been allocated to the counties for relief and administrative expenses according to their needs as estimated by the counties and approved by the State Board. All funds were administered by the counties.

In the first week of April 1936 the General Assembly was to convene for the purpose of considering further relief and Social Security measures^{1/} in order to continue the relief work after the gross sales tax expired on April 1.

^{1/} See Appendix G, Note Regarding 1936 Legislation.

The regular budget of the state made no provision for the public administration of relief except for a small staff of the Board of State Aid and Charities. The counties, besides providing one-third of the cost of Old Age Assistance, levied taxes for "outdoor pensions" and in a few instances for Mothers' Aid. No Federal funds were available for Mothers' Aid at the time of the survey, since the state Mothers' Aid Law did not meet the qualifications set up by the Social Security Act.^{1/}

At the time of this survey, a State Committee on Policy and Revenue for Aid to the Needy (the "Casey Committee"), appointed by the Governor, was studying the problem of continuing the relief program in regard to both permanent long-time public assistance, and temporary aid to employable persons and their families not cared for by the Works Progress Administration and the Public Works Administration.^{2/} The financing of Old Age Assistance, Aid to Dependent Children, and other child welfare activities was of major concern to this committee.^{3/}

Department of Social Work Staff

The accompanying chart shows the organization of the Department of Social Work of the Maryland Board of State Aid and Charities.^{4/} This department performs the major part of the work of the Board. It functions through four divisions, the Division of Field Supervision and County Organization, the Division of Case Work Supervision and Personnel, the Division of Child Welfare, and the Division of Research and Statistics. Each of these divisions is under the direction of a chief directly responsible to the director of the Department.

The personnel of the staff at the time of the survey was the same as that which administered emergency relief. Just prior to the survey, all members except the administrator and the director of social work had taken civil service examinations for classification purposes.

The professional staff included 15 workers paid by the state. Ten of these had their headquarters in the Baltimore office and functioned in the state as a whole - one as the director, three in the Division of Field Supervision and County Organization, three in the Division of

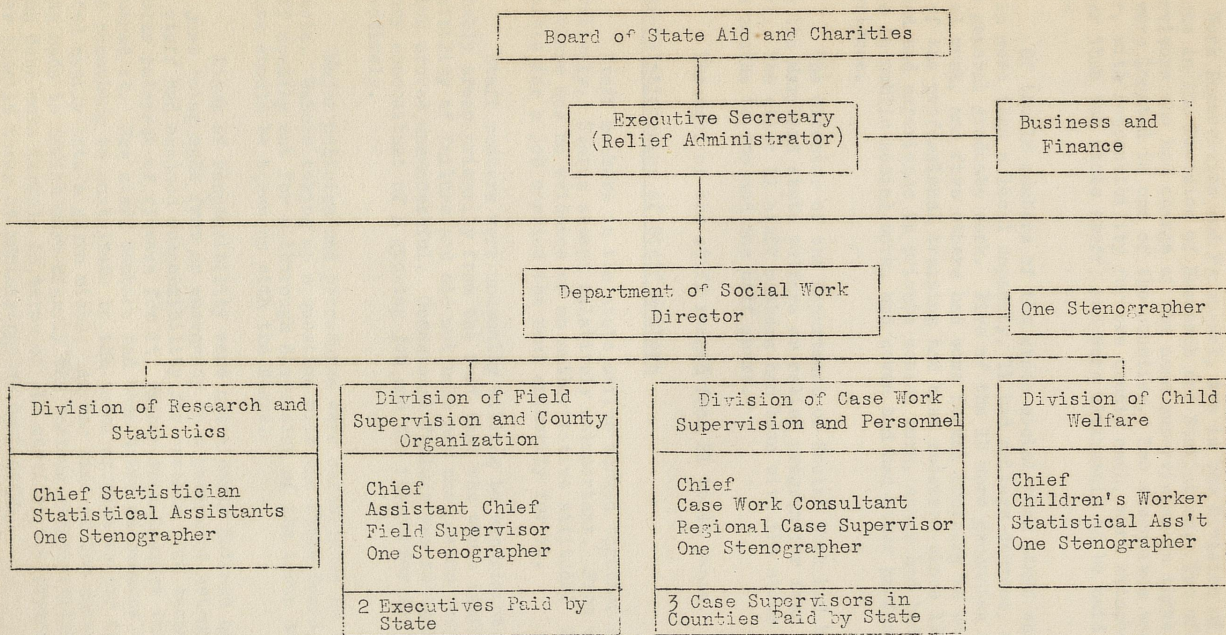
1/ The legislation enacted in April 1936 conformed with the Social Security Act.

2/ Another committee (the "Boyd Committee") was appointed by the legislature at the 1935 session to make a study of the state government, including a study of relief. This committee reported on a number of individual cases at the 1936 session but its report had no important effect on legislation.

3/ The report of the "Casey Committee" to the General Assembly in the April 1936 session recommended that the city and county relief units be given complete autonomy in the administration of relief, that relief funds be handled by the Board of Public Works, and that the Board of State Aid and Charities be made a supervisory, policy forming, planning, and reviewing body only. This plan was not acceptable to the Social Security Board and was not approved by the General Assembly. The original organization bill enacted in 1935 (Chapter 586 of the Laws of Maryland) was allowed to stand without amendment.

4/ There is no administrative relationship between the Board of State Aid and Charities and other state departments. However, the Director of Health is an ex-officio member of the Board.

Organization Chart of Department of Social Work ^{1/}



Board of State Aid and Charities, January 22, 1936

^{1/} The Board of State Aid and Charities has supervision over all state aided institutions and agencies, including hospitals, but this work is not departmentalized.

Case Work Supervision and Personnel, two in the Division of Child Welfare, and one in the Division of Research and Statistics. Two of the 15 were supervisors who had charge of the case supervision in three counties each, and were located in one of the counties. Two executives and one case supervisor, with responsibility for one county each, were attached to the local rather than the state staff, and were ultimately to be paid by the localities.

Of the 12 members of the state social work staff who were functioning in more than a local capacity, 11 had college degrees, and seven had done general graduate work. Five of the 12 were graduates of schools of social work, and five others had some formal training in social work. All of the professional training had been received since 1925. Nine of the 12 had had experience in private social work, seven had had previous experience in public social work, and seven had had other professional or business experience.

The director of the Department of Social Work had been connected with the Maryland state welfare or relief program for four and one half years. The other 11 staff members had been with the state staff for from nine months to two and one half years.

The ages of the staff ranged from 31 to 43 years.

Inter-Relationships of Staff Members

Staff members in the state office worked together smoothly and cooperatively. Status seemed relatively unimportant. From the administrator down there was no evidence of an authoritative attitude. The person responsible for a job carried the real authority for it.

Staff members were unusually willing to experiment. This quality probably arose primarily from the fact that the whole staff accepted the possibility of failure and did not hold any one person responsible if some action proved unsuccessful. Occasional failure was recognized as the necessary concomitant of a growing job and the reasons for failure were viewed objectively.

Major policies and procedures were established by the state staff as a whole. Before taking up a question with the State Board, for example, the staff usually met for a thorough discussion of the issue and decided what points should be taken up with the Board.

Lines of responsibility were not clearly defined as the transition was just being made from an emergency to a permanent set-up. Members of the staff had assumed responsibility for certain work because of their particular interest or fitness for it, rather than because their positions required it. New staff members had been taken on because they seemed to have something to contribute to the total program rather than because they fitted neatly into a given niche. At the time of the survey an attempt was being made to define more clearly the various responsibilities. This was being done more largely in terms of the services the present state staff could offer than in terms of administrative machinery.

These inter-relationships were largely due to the administrator and the director of social work, who were responsible not only for the formal structure of the staff but also for the atmosphere in which the organization functioned.

The administrator, professionally trained in law, was lent to the relief administration at the beginning of the emergency relief program from an executive position in private social work. Both he and the director of social work encouraged group discussions and group decisions by the staff. He showed great skill in dealing with the State Board and with other lay groups.

The major specialized training of the director of social work had been in research but she had also had social work training and experience. She gave her staff members actual responsibility for developing their own jobs without losing control of the situation. It was her report^{1/} five years before which had set the goals now beginning to be realized.

Organization and Policies of the Divisions

The work of the Department of Social Work was departmentalized as follows:

1. Division of Field Supervision and County Organization

This Division assumed major administrative responsibility for the county organizations. All county executives were directly responsible to the chief of this Division. Its duties were outlined by the State Board^{2/} as follows:

(a) Supervision of all administrative activities. The chief of the Division is actually the chief of county executives. This supervision implies:

- (1) Planning routines and procedures, drafting forms, originating rules and regulations for all work of the County Welfare Boards.
- (2) Liaison with the Department of Business and Finance and its various sub-divisions.
- (3) Administrative review of compliance with regulations in the granting of special funds.

(b) Consultation with the county executive on special problems of:

- (1) Community attitudes and relationships.
- (2) Extension of agency services and functions.

^{1/} Report of the Social Welfare Commission of the State of Maryland.

^{2/} From the plan submitted to the Children's Bureau for participation in funds for special child welfare services.

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- (3) Relation to other agencies.
- (4) Relation to county government.
- (5) Financial support from local community.
- (6) Activities of the board, in meetings and as individuals.
- (7) Committee organization and lay groups.
- (8) Use of analyses, reports, surveys, etc., for planning, interpretation, budgeting, etc.

At the time of the survey, the staff of this Division included two social workers besides the chief. In addition, executives of two counties who were paid by the state were included in this Division and the chief of the Division of Child Welfare was responsible for field supervision in two counties. One staff member had direct responsibility for five counties and was developing manuals for the whole state on administrative and Old Age Assistance procedures.^{1/} The other staff member was reading records in each county to help the executives in establishing procedures required by law, such as investigation of Old Age Pension applicants. This member had also done some special work in interpretation of routine procedures to the staff.^{2/} The chief of the Division carried responsibility for field supervision in 16 counties, many of which needed less help than the other seven because they had direct and continuous contact with a member of the state staff from the Division of Case Work Supervision and Personnel.

In thus dividing the work of the Division the chief was attempting to use the special qualities of her staff where they would be of most value. Her own work involved great responsibility and a wide range. The two members of her staff had scope in the assignments given them but not much continuity in developing jobs of their own. This situation, however, may have been a temporary one, subject to change as the work develops.

The chief of the Division had an intimate knowledge of each county, its economic problems, its political slant, its influential citizens. She was able to identify herself with the lay person to such an extent that she could see the local situation from his standpoint, respect his opinions, and meet him on his own ground. She expressed the opinion that social work in the counties should develop out of local sentiment and proceed at a pace which represented the best thinking of all interested laymen - not of one progressive individual alone.

^{1/} See Appendix C, Outline of Administrative Manual and Appendix D, Outline of Old Age Manual.

^{2/} George Fink, "Establishing Routines and Procedures," The Family, March 1936, p. 10.

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Her responsibility, as she saw it, was to give leadership in the gradual establishment of a county social work program, rather than to impose on the community a fully developed program. This leadership would take the form of interpretation, of help with administration, and of consultation on any matter troubling the board or executive. She said she thought that the community itself could usually take care of emergencies and that her function should be to help plan a permanent program. Her methods of carrying out her duties, as she described them, were characterized by the following points:

- (a) To evolve plans of action she called in the county workers as well as the state staff because she was convinced that the local units really knew what procedures would be usable and helpful.
- (b) She gave help to the county executives with special problems. For instance, she spent hours with one executive on the question of board meetings, thinking through with her various problems that might arise and evolving plans to meet exigencies.
- (c) She left responsibility for action with the workers rather than taking it over herself.
- (d) She used local surveys and reports to develop the local workers' understanding of their own communities, and also to show the board or lay group the conditions with which they were dealing.

2. Division of Case Work Supervision and Personnel

This Division had as its primary function the development of efficient personnel and the establishment of sound social case work practice. Its duties as outlined by the State Board^{1/} were as follows:

- (a) Guidance in the selection, evaluation, and promotion of personnel
 - (1) Recruiting of new personnel.
 - (2) Liaison with the State Employment Commissioner.
 - (3) Development of methods of evaluating personnel.
 - (4) Selection of persons for training, scholarships, promotion.
 - (5) Adjustment of difficult personnel problems.
- (b) Assignment of case work supervisors to cover all counties in the state.
- (c) Group meetings of case work supervisors, and individual conferences with them.

^{1/} From the plan submitted to the Children's Bureau for participation in funds for special child welfare services.

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- (d) Creative exploration in the field of case work supervision.
- (e) Plans for group work and academic work for aides while on the job.
 - (1) Staff meetings.
 - (2) Institutes.
 - (3) Traveling teaching courses, etc.
- (f) Preparation of materials for case work supervisors and teachers.
 - (1) Case records.
 - (2) Literature in the field.
 - (3) Papers, monographs, etc., by staff members.
- (g) Periodic evaluation of the case work standards of the County Welfare Boards.

Besides the chief the Division included two members who worked from the state office, and three case supervisors. Both workers in the state office were interested in the training aspects of the job and had assumed responsibility for case supervision and teaching in various counties as the opportunity and need had arisen. Of the three case supervisors attached to the Division, two were responsible for three counties each, and one was supervising in one county and was expecting to be taken on the county payroll in the near future.

The chief of this Division had worked in close cooperation with the State Civil Service Commission, helping to define positions, to work out qualifications for them, and to set minimum and maximum salaries.

Since there were no scholarships for workers and, except in one county, no school of social work accessible to workers on the job, the Division had to devise other means of providing training. It had adopted a plan by which some trained service was made available to every county. The kind of service given depended on the size of the county, the stage of thinking of the local board and community, and the training and experience of the local workers.

When the survey was made this Division was furnishing supervision for 15 counties. This supervision was given in a variety of ways:

- (a) By a supervisor whose entire function was the supervision of aides in a single county and who, although paid by the state, was a part of the local staff.
- (b) By a supervisor who was responsible for case supervision in two or three counties and was considered more or less integrated into each staff which she served.
- (c) By a worker temporarily paid by the state but assuming both executive and supervisory responsibility in a small county.

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- (d) By a member of the state staff who served two counties but whose base was the state office and who had a more formal teaching responsibility as well.

In general this Division had taken the view that while professional training was desirable for the executive as well as for the case supervisor, this principle would only gradually be accepted by individual communities. Instead of imposing a set policy on all counties, therefore, the Division had handled the problem of professionally trained personnel in each county on an individual basis. Thus in one county an experienced local person without formal training was made county executive because of her knowledge of the community and because she was acceptable to local leaders. The State Department of Social Work first sent a field supervisor and later a staff member of the Division of Case Work Supervision and Personnel to give assistance. The latter person trained the aides in this county by individual supervision and teaching. By the time of the survey the executive had secured a case supervisor as a member of her own staff. This supervisor was paid by the state but was ultimately to be taken over by the local agency.

The needs of other counties were met in various ways. When there was no local person available to fill a position in a local agency, the Personnel Division tried to find one or more suitable persons to recommend to the County Board. The Board then made its own selection on the basis of a personal interview.

Classes had been held in three counties where the staffs seemed ready for it. Emphasis was placed on helping to develop an understanding of people and of the practical job, with no attempt to give theoretical knowledge as such. Case situations were considered in their racial, economic, and occupational settings.

In a few counties where the executive particularly desired such service the state supervisor took charge of part or all of the staff meetings.

The Division was concerned with the problem of reconciling the points of view of trained and untrained workers. The state staff members were aware of the difficulty that an untrained county executive might have in using a trained worker even if the executive realized the need of such a worker and sincerely wanted the benefit of her service. Also a county supervisor might be intensely interested in the training she was giving the workers and the usefulness of her service to the whole agency, but might find it difficult to remain in the background so far as agency policy and procedure were concerned.

The work being done by this Division, since it involved fitting into varied situations, was constantly changing. It lacked the consistent and continuous authority which would have given framework to the job and it demanded great flexibility in the staff members.

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A change in the organization of the Division was being considered at the time of this survey. The plan under discussion would involve the assignment of members of the staff to certain counties for continuous contact on the basis of the needs of the county. That is, a person whose major interest and contribution was case supervision would be assigned to counties where case supervision was especially needed. Each member would carry the full responsibility for field supervision in any county where she was working but would call in other members of the staff when she needed special consultation or service.

3. Division of Child Welfare

The Division of Child Welfare consisted of a staff of two social workers with special training and skill in social work with children. As was true of other Divisions, its duties were largely in the field of case supervision rather than administration. It reached the client through the same agencies and same workers as the general public assistance program, namely, the County Welfare Boards. It centered its attention primarily upon creating an awareness on the part of local workers of the problems of children, whether in their own families, or in foster homes. To accomplish this purpose it worked with the administrative persons on the state staff, the general case work supervisors on the state and county staffs, and the county executives, and supervised special workers on the county staffs. The two social workers of this Division worked closely with the Division of Case Work Supervision and Personnel.

The duties of the Division^{1/} were:

- (a) Case work supervision as related particularly to the program for children.
 - (1) Individual conferences with workers and case work supervisors on a regular regional or visiting basis in those counties where special work is being done with Social Security funds provided through the U. S. Children's Bureau.
 - (2) Similar service on a planned basis in other counties.
- (b) Teaching, group work, preparation of materials, generally on assignment by, or at least in full cooperation with, the chief of the Division of Case Work Supervision and Personnel.
- (c) Creative work in the area of social case work with behavior problems, particularly as related to probation work within the juvenile court.
- (d) Developing standards of care in institutions for children through:

^{1/} From the plan submitted to the Children's Bureau for participation in funds for special child welfare services.

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- (1) Regular visits to institutions on a selective, planned basis, with particular regard to intake and discharge; attitudes within the institution; standards of physical care and record keeping (the licensing and state aid being the authority for supervision).
- (2) Group meetings and institutes.
- (3) Literature.
- (4) Advice in regard to personnel.
- (5) Recruiting of state-wide resources for use by children's workers such as:
 - a) Stimulation of, and cooperation with, the proper authorities, in getting more psychiatric service.
 - b) Working out relationships with other children's agencies in the state.
- (6) Supervision of the standards of care in the boarding home agencies.
- (7) Constantly modifying and raising the level of requirements, rules, and regulations made by the Board of State Aid and Charities.

The one assistant in this Division was assigned to supervise private institutions receiving state subsidies. Supervision of such institutions had been flexible in the past. The assistant expressed the opinion that definite and uniform standards could not be imposed on agencies that had received state subsidies for years without having to meet such standards. Consequently the work of supervision had proceeded very slowly.

4. Division of Research and Statistics

This Division assembled data relative to the whole program. It had assumed responsibility for obtaining reports from local units regarding all phases of the county programs and information needed for reports to the Social Security Board and the Children's Bureau.

III. Organization of the Local Units

County Welfare Boards

The law of June 1, 1935^{1/} provided for a single county-wide public agency, namely the County Welfare Board, in each local government unit. The County Boards were to be selected by joint action of the Board of State Aid and Charities and the county commissioners. The law conferred upon these County Boards authority "to administer public assistance and general outdoor relief and service to families and individuals in need, including the administration of relief under the mother's assistance law, the administration of old age pension relief, the administration of relief to the blind and other handicapped and needy, and the care of neglected, dependent, and delinquent children, which care shall include the rendering of probation service to juvenile courts or other courts having jurisdiction over minors."

Each County Board was to consist of seven persons, including at least one county commissioner. All should serve without pay. Terms of office were set at three years and were to be over-lapping. Appointments should be made by the county commissioners from a list submitted by the State Board.

The County Welfare Boards were to appoint the necessary personnel "for the proper administration of the Act". The organization of all County Boards was completed during the summer of 1935 and each was functioning at the time of the survey. The members of the County Welfare Boards, with the exception of the representatives from the county commissioners, were laymen. After a thorough study of each community, and largely on the recommendation of the Department of Social Work, the State Board had submitted 12 names to the county commissioners of each county. The commissioners had appointed six members from this list. The State Board had attempted to recommend persons who would truly represent the community and who would give active, intelligent service without partisanship.

Local Staffs

The staffs of county agencies whose salaries were paid out of the county allocation ranged in size from three persons, namely a worker-in-charge, a worker, and an office clerk (with a regional case work supervisor on the state payroll) to 30 persons. They carried case loads made up of general public assistance, Old Age Assistance, and Aid to Dependent Children.

Persons from outside the county occupied most of the supervisory and executive positions, while local persons filled most of the other jobs. Thus two of the three case work supervisors and 10 of the 15 county executives came from outside the state. On the other hand, seven of the eight workers-in-charge were local residents, and the junior and senior workers, or aides as they had previously been called, were practically all residents of the localities.

^{1/} See Appendix A.

During the period of the Emergency Relief Administration, the Board of State Aid and Charities had protected the county set-up from political pressure by requiring every applicant for a position to take an examination, even though the positions were not then under the state civil service. The State Board had shown its grasp of the realities of the local situation by setting up education and training requirements flexible enough to permit local persons to qualify for the jobs. In some counties there were enough young college graduates to permit college graduation as a prerequisite; in others high school graduates or persons with high school and normal school training had been accepted.

According to the new law all personnel had to be selected by a merit examination, except that the personnel employed previous to June 1, 1935 was to be examined for classification, rather than in open competition. The State Board, which had the power to set qualifications, salary, and specifications for the various positions, had planned the requirements in such a way as to retain those members of the former staff who were of proved ability. The following social work positions were included in the specifications:^{1/}

Executive Secretary, County Welfare Board
 Worker-in-Charge
 Case Work Supervisor
 Case Worker
 Senior Worker
 Junior Worker
 Social Work Consultant (state staff)
 Social Statistician

Every County Welfare Board was required to employ an executive secretary, excepting that in the eight counties with less than 19,000 population a worker-in-charge might be employed. Where there was a worker-in-charge in lieu of an executive secretary, there was also to be a case work supervisor, usually serving more than one county.

The Division of Case Work Supervision and Personnel of the State Department of Social Work had been of much assistance to the counties in obtaining the quality of personnel which existed at the time of the survey, even though up to the time when civil service was definitely established in January 1936 the county agencies had selected their staffs, the Personnel Division taking responsibility merely for recruiting and recommending. All members of the state staff said they thought it was unsound to urge the appointment of anyone whom the local County Welfare Board did not want. By taking this stand the state staff allowed the responsibility for working relations with the appointed worker to rest in the locality.

The training of members of the county staffs indicated the extent to which the county agencies had accepted professional standards for personnel. Of the 15 executives 10 were trained and experienced social workers. Of the 129 workers, only four had had some formal training in social work, but 52 were college graduates, 12 had had some college education, and 22 were normal school graduates.

^{1/} See Appendix B, Specifications for Personnel.

The county workers, largely untrained, varied in their ability to do the job and in their capacity for development. The executives found many drawbacks in using local persons for these jobs, but also found a decided advantage in the fact that the communities accepted them. One chairman of a County Welfare Board said he considered it desirable to have the executive and supervisor come from outside the county, largely because he thought it would be unwise to place one local person "over" the other. Most boards would have strongly resisted choosing the aides from outside the county, but accepted executives and supervisors from outside because they recognized that these jobs demanded special qualifications. It was the opinion of several case supervisors and executives that as far as actually doing the job was concerned it was not essential to have local persons or those who had had specific rural experience. They believe that the important consideration was whether or not the person could adjust herself to the total situation. They also thought that it was important to emphasize the similarities as well as the differences between rural and urban social work.

Interviews with the executives revealed characteristics which seemed hopeful for future development of the work.^{1/} They seemed genuinely interested in their work and to like and respect the persons with whom they dealt. They recognized both the County Welfare Board and the community as inherent parts of any social work program. They were aware of the possible future development of their jobs but accepted the fact that progress might be slow. Moreover, these county executives were definitely interested in what the State Department of Public Welfare could contribute to their jobs and expressed appreciation of its support. On the other hand, it was clear that development in the eight counties with untrained workers-in-charge would be slower and more dependent upon continued supervisory help.

The county workers wanted help of different kinds from the State Department of Social Work and the problem of giving help differed greatly with the different executives and workers-in-charge. In the interviews referred to above the executives specified that they wanted the following help from the state staff:

- (a) Aid in solving administrative problems.
- (b) Assistance with statistical records.
- (c) Provision for case work training and supervision for the aides.
- (d) Program of regional meetings and institutes.
- (e) Advice in special fields such as child welfare, care of the blind, and delinquency problems.

^{1/} As a member of the examining board of the Maryland Civil Service Commission the observer had brief interviews with 14 county executives.

- (f) Assistance in planning new parts of the program.
- (g) Help in interpreting the local work to the community, County Welfare Board, and laymen.

Each county presented its own individual problem as to the kind of supervision needed. The trained person might find certain problems harder to meet than the untrained. Thus the trained person might desire to do more for the client than the community would permit. The untrained worker, on the other hand, might have an appreciation of the community point of view but might lack understanding of social and individual problems.

The local person might make serious mistakes which would be accepted by the community as its own mistakes. If the person was a trained worker from outside the county, the burden of any mistake was likely to be placed upon her and upon professional social work. Therefore the person from outside the county often needed close and continuous help from the State Department until he had become an accepted member of the community.

Social Work Practice

Observation in four counties, the evaluation of representative case records, and information given by the state staff indicated that the quality of the social work in the counties was steadily improving, and that the counties recognized the need for further improvement. This progress was largely due to the State Board's consistent help to the counties.

The establishment of definite standards of relief had been gradual and had differed considerably throughout the state. The State Board, both in unemployment relief and in the recent development of Old Age Assistance had stressed the fact that complete budgets should be considered. In November 1935 the average budgets for general relief ranged from \$9.40 per family in one county to \$28.70 in another. This variation resulted from the differing standards of relief accepted by the counties as well as from the extent of available local resources. These amounts represented a decided advance in many counties over the average budgets when unemployment relief first began. In one county where the average budget during the early months of the Emergency Relief Administration in 1933 was about \$8 per family per month, the average budget in January 1936 was \$21. The average budgets for Old Age Assistance varied as widely as those for general relief.^{1/}

The use of cash instead of orders for direct relief had been gradually accepted in most counties. This was a principle which the State Department of Social Work had hoped to achieve but had not pressed at any point. In one county where 90 percent of all relief was being given in cash at the time of the survey, the executive said that the principle of cash relief had been accepted because the Board realized that the client could purchase food more economically with cash than with food orders.

^{1/} See page 5.

Most important to note is the fact that certain concepts of social work practice seemed to be quite generally accepted in all counties, such as, for instance, the importance of keeping records and the value of investigation of cases.

Other aspects of practice as they existed in the counties were summarized by a member of the Division of Case Work Supervision and Personnel on the basis of a review of 86 representative case records. She reported that during this early period the untrained workers were sometimes unable to see situations apart from what the agency could or could not do at the moment, ignored the client's resources, were unaware of their function of helping the client to help himself, used relief as a punitive tool to produce more acceptable standards, adopted an authoritative attitude toward clients, used community reports as the basis for relief decisions, and rejected need for service even when it could be given. On the other hand some workers showed growth in freedom from prejudice and in objectivity, attempted to help clients through a more individualized approach, and tried to meet the needs of clients in the face of lay criticism and agency limitation.

Community Attitudes

The extent to which social work in the 23 counties in Maryland had progressed at the time of the survey differed widely. Most counties, however, seemed to be working cooperatively with the Board of State Aid and Charities, to desire the supervision provided by the state, and to have real interest in an integrated program of social welfare.

Community interest in social welfare had become evident in various ways. Interviews had recently been held by the state administrator of social work and the chief of the Division of Field Supervision and County Organization, and two chairmen of county commissioners of the eastern and western shores. The chairmen expressed their interest in the county welfare program, their belief in good administration and in high standards of relief, their desire to have a county welfare agency which would give other kinds of service than relief, and their willingness to advocate such a program in the coming legislative session.

These seemed to be the attitudes of many commissioners and even more of board members, but of course in no case were they the attitudes of the entire community. In every community there were persons who for various reasons had opposed the development of the kind of work which the State Board advocated. Often this opposition was directed against the giving of relief on the basis of need and the selection of personnel on the basis of qualifications for the work, since these two practices made it impossible to use relief or the agency for personal or political purposes. There was also some objection to the extent to which relief was given as to both the number of persons who received it and the amounts given per case. In several counties members of the legislature, mayors, or other public officials had taken these issues as points of attack and had tried to change the policy of the agency according to their own ideas. In general these opposing forces were firmly met by the County Welfare Boards. The Boards had made the policies in the first place and they were willing to stand back of them.

In one county, where general conditions were most backward and where a state senator was making an investigation of relief policies, the executive said she felt that the Board was really taking responsibility for the program and that she did not need to defend it. In another county where a mature trained worker had been stationed only a short time but had fitted into the community with unusual ease, 20 lay persons representing different social, industrial, and professional groups were holding a series of meetings to make plans for pooling all their resources to meet the needs of employable persons who were either not assigned to W.P.A. or needed supplementation of wages.

Laymen and many of the board members were reluctant to give relief to employable men, whereas they more readily accepted the need of the aged, children, or the physically handicapped. This attitude was apparently due to a number of factors, among which was the fear of upsetting the local employment situation and of causing the supply of available workers to be less ready to take any job offered. The State Board had attempted to meet this attitude in different ways, in one county by planning a survey of employment conducted by the aides, in another county by getting the farmers together and discussing the actual employment opportunities.

In many counties it was doubtful whether laymen regarded the work which had been going on in connection with giving relief as social work, but they accepted what they had observed as valuable without classifying it. This was true even in the matter of personnel and of training. One commissioner told the district representative that he could see the difference in attitude between the aides who were being trained and the untrained workers in a local private agency, when they came into his bank to ask for information about clients.

Appendix A

LAW DEFINING POWERS AND DUTIES OF THE BOARD OF STATE AID AND CHARITIES
AND PROVIDING FOR COUNTY WELFARE BOARDS

CHAPTER 586¹/

BOARD OF STATE AID AND CHARITIES

AN ACT to repeal Sections 1, 2, 3, 4, 5, 6, 7, and 8, of Article 88A of the Annotated Code of Maryland (1924 Edition), title "State Aid and Charities," and Section 5A of said Article (1929 Supplement), (Sections 1, 2, 4, 5, 6, and 7, having been amended by Chapter 222 of the Acts of 1933, and to enact in lieu thereof fifteen new sections, said new sections to be known as Sections 1 to 8G inclusive, of said Article; relating to the Board of State Aid and Charities, defining its powers and duties, and providing for County Welfare Boards and defining their powers and duties.

SECTION 1. Be it enacted by the General Assembly of Maryland, That Sections 1, 2, 3, 4, 5, 6, 7, and 8, of Article 88A of the Annotated Code of Maryland (1924 Edition), and Section 5 A of said Article (1929 Supplement),) title "State Aid and Charities," (Sections 1, 2, 4, 5, 6, and 7, having been amended by Chapter 222 of the Acts of 1933), be and they are hereby repealed and that fifteen new sections be and they are hereby enacted in lieu thereof, said new sections to be known as Sections 1 to 8G inclusive, of said Article, and to read as follows:

1. There shall be a Board of State Aid and Charities, consisting of eight persons, six of whom shall be appointed by the Governor. The Governor and the Director of Health shall be ex-officio members of said Board, and the Governor shall biennially appoint three members of said Board, who shall serve for a period of four years from the first Monday in May next after their appointment, and shall continue in office until their successors shall have been appointed and qualified. Of the six members so appointed not more than three shall be residents of any one county or city. Vacancies shall be filled by appointment for the unexpired term in accordance with the terms of this Section.

Nothing herein shall affect the tenure of office of the present members of said Board.

The members of said Board shall receive no compensation for their services, except such compensation as may be provided in the State Budget, but the actual expenses incurred by them in attending the meetings of the Board or in performance of their duties shall be paid.

2. In order to effectuate the purposes of this Act the Board of State Aid and Charities shall be the central, coordinating and directing agency of the welfare activities included within this Act. All of the activities of the County Boards, hereinafter provided for, and of the Department of Welfare of Baltimore City, which the State finances in whole or in part through such Board or Department, shall be subject

¹/ Laws of Maryland, 1935.

to the supervision, direction and control of said Board of State Aid and Charities. The said Board shall also investigate, study, and consider the whole system of public and private institutions, organizations and agencies of a charitable nature in the State, including those which receive part of their income from the State.

3. Prior to the convening of every regular session of the General Assembly it shall furnish to the Governor a printed report of all its activities and of the condition of all the institutions receiving financial aid from the State on recommendation of the Board; and shall further make such recommendations as to appropriations for such institutions as may seem wise and for the best interests of the State, giving the reasons for such recommendations as fully as may be practicable.

4. No member of said Board nor any of its employees shall be directly or indirectly interested in any contract for building, repairing, or furnishing in whole or in part, or be financially interested in any contract with any institution coming under the supervision of this Board; nor shall any officer, secretary or employee of any such institution be eligible to appointment on this Board.

5. The Board may, with the approval of the Governor, designate organizations within the State as its agents as may be required for the purposes of this Article; and the Board may, with the approval of the Governor, prescribe regulations necessary for the execution of the purposes of this Article, provided such regulations be not inconsistent therewith.

6. To enable the Board of State Aid and Charities to discharge properly the duties imposed upon it, the said Board may of its own motion, or by the direction of the Governor shall cause charges to be formulated against any corporation, association, institution or agency engaged in charitable or social welfare activities, receiving financial assistance from the State or with which the State has contracts and cause a copy of such charges to be served on such corporation, association, institution or agency; and shall have power to issue summonses for witnesses and documents, which summonses shall be duly served, as are other similar writs, by any sheriff to whom the same shall be directed, and to administer oaths, and take testimony which it shall cause to be transcribed and included in its report. The Board may, if in its judgment the facts warrant, suspend or revoke any licenses issued to such corporation, association, institution or agency and may order the cessation of any future appropriation thereto. And the said Board shall have further power to visit, in person or by its Executive Secretary or other employees, any State-aided institution, organization or agency engaged in

welfare activities, and thoroughly to inspect the management, buildings and equipment thereof; but such visits and inspections shall be made at reasonably convenient hours and with reasonable regard to the established discipline, regulations and customs of the said institution, organization or agency.

7. All monies appropriated to charitable institutions, organizations or agencies shall be paid to them on a per capita basis according to rates fixed by the Board, which shall be impartial, fair and uniform in the case of all institutions, organizations or agencies caring for persons of substantially the same class. Provided, however, that the amount to which any institution, organization or agency may be entitled on account of services rendered on a per capita basis in any one year shall not exceed the amount appropriated to it.

8. The said Board shall appoint a competent person to act as its Executive Secretary who shall be paid for his services such compensation as may be provided for in the State budget upon the recommendation of the Board. The Executive Secretary shall be a competent person having adequate training and practical experience in social welfare and relief work; and in making said appointment, the Board shall be governed by Article 64A of the Code of Public General Laws of Maryland. The Executive Secretary shall devote his whole time to the duties of the office. The said Board may appoint such other employees as a proper performance of its duties may require. In no case shall the total expenditures of the said Board for administrative expenses exceed the amount appropriated therefor in the State budget.

8A. The appointment and removal of all paid personnel under this article shall be governed by the provisions of Article 64A of the Code of Public General Laws of Maryland, but in the case of the Department of Public Welfare of Baltimore City, Sections 203A to 203Q inclusive, of the Baltimore City Charter shall govern. Provided, however, that the Board of State Aid and Charities may prescribe the number, salaries and minimum qualifications of the personnel engaged in the administration of such activities of the local Boards as are financed in whole or in part by the State.

8B. On and after June 1st, 1927, all institutions, agencies and societies whether incorporated or not, except those receiving financial assistance from the State or having contracts with the State, or licensed by any incorporated municipality or district authorized to issue such licenses, as well as all individuals, having the care, custody or control or one or more minors, other than children related by blood or marriage to, or adopted by such individuals, or for whom such individuals are

duly appointed guardians, shall obtain an annual license therefor from the State, to be issued by the Board of State Aid and Charities, upon due proof of compliance with rules and regulations designed to secure the proper care of such minors, which rules and regulations the said Board is hereby authorized to establish.

The said Board shall have the same power to investigate and visit any such institutions, agencies, societies or individuals as is now provided by law in the case of corporations, associations, institutions or agencies receiving financial assistance from the State or having contracts with the State, and shall have power to revoke the licenses of any such institutions, agencies, societies or individuals. All such action of the Board is subject to the same right of appeal by any party who shall feel aggrieved at any action of the Board hereunder, as in the case of state-aided institutions. The provisions of Section 378 of Article 27 shall not be construed as limiting the powers herein granted to the said Board.

Any person or persons and any officer or representative of an institution, agency or society which assumes or exercises the care, custody or control of minor children in violation of this section shall be deemed guilty of a misdemeanor and, upon conviction, shall be subject to a fine not to exceed \$100 or imprisonment not to exceed three months.

8C. The Board may, with the approval of the Governor, designate existing agencies or organizations within the State as its agents as may in its discretion be desirable or necessary for the purpose of this Act. In the selection of agencies or organizations for the care of children, the Board shall use only such as shall comply with proper standards for the physical, educational, and moral life of the child. Children shall be placed in institutions or homes of the same religious faith as that of the child if there be such institution or home with proper standards.

8D. The Board of State Aid and Charities, shall be empowered to create in each county a County Welfare Board to be known as such with the name of the county prefixed thereto, which Board shall be an administrative department of the local government. Such Boards when created shall have authority to administer public assistance and general outdoor relief and service to families and individuals in need, including the administration of relief under the mothers' assistance law, the administration of old age pension relief, the administration of relief to the blind and other handicapped and needy, and the care of neglected, dependent, and delinquent children, which care shall include the rendering of probation service to juvenile courts or other courts having jurisdiction over minors.

8E. Each County Board shall consist of seven persons, one of whom shall be a County Commissioner of the county in which such Board is to function. Said County Commissioner shall be an ex-officio member of the Board, and each year the Board of County Commissioners shall designate which of its members shall so serve. All members of the County Boards shall serve without pay.

The members of each County Board, aside from the County Commissioner serving thereon, shall serve for three years and be eligible for reappointment. With the establishment of said Board two persons shall be appointed to serve for one year, two persons shall be appointed to serve for two years, and two persons shall be appointed to serve for three years. Thereafter the vacancies created yearly by the retiring two members shall be immediately filled in the manner hereinafter provided for.

The members of said Board, other than the County Commissioner serving thereon, shall be appointed by the Board of County Commissioners from a list submitted by the Board of State Aid and Charities, as hereinafter provided. In order that the initial membership in the County Boards may be established, the Board of State Aid and Charities after conference with the Board of County Commissioners of each county shall submit to the Board of County Commissioners of each county in this State a list of twelve persons, six of whom shall be immediately selected by the Board of County Commissioners for the terms herein provided.

Thereafter, the Board of State Aid and Charities after conference as aforesaid shall submit yearly to the Board of County Commissioners of each county a list of four persons, two of whom shall be selected by the Board of County Commissioners for the terms herein provided.

In case of a vacancy occurring in the membership of any County Board, the Board of County Commissioners of the county concerned shall forthwith proceed to appoint the requisite number or numbers from a list to be submitted by the Board of State Aid and Charities, which list shall contain twice the number of persons to be selected. Provided, however, that a vacancy created in the ex-officio membership of the County Board shall be filled by the Board of County Commissioners alone.

Each County Board shall select its own chairman annually.

The County Boards shall in their respective counties appoint the personnel necessary for the proper administration of this Act, which power of appointment shall be subject to the conditions prescribed in Section 8A of this sub-title.

8F. The Board of State Aid and Charities is hereby authorized and empowered to accept any and all allotments of Federal funds and to manage and dispose of such funds in whatever manner may be required by Federal Act or Acts, and to take advantage of whatever economic security measure may be passed by Congress.

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8G. The organization, rights, powers, duties, obligations and functions of the Department of Welfare of Baltimore City as prescribed in Section 117A of the Charter of Baltimore City shall not be affected by this Act, except as herinbefore provided, but said Department of Welfare is hereby vested with all the rights, powers and functions which are vested in the County Boards under this Act.

SEC. 2. And be it further enacted, That all Laws or parts of Laws inconsistent with the provisions of this Act, be and they are hereby repealed to the extent of such inconsistency.

SEC. 3. And be it further enacted, That this Act shall take effect June 1, 1935.

Appendix B

SPECIFICATIONS FOR PERSONNEL

SOCIAL WORK CONSULTANT 1/
Board of State Aid and Charities

COMPENSATION: \$2400-3500 per annum.

DUTIES: To be responsible for the formulation of policies and procedures of the public welfare program in the State; to supervise the work of the county welfare boards; to develop and carry through a program of supervision and training that will provide opportunities for professional growth to the social work staff throughout the State, and to perform related work as required.

EXAMPLES: Formulating policies and procedures of the State public welfare program and interpreting them to both professional staff and lay boards of the county organizations; planning, initiating and conducting research projects and surveys; analysing individual county situations with respect to social welfare needs, and assisting in developing the board program to meet special needs; directing the work of a county welfare board for demonstration purposes; approving or disapproving additional staff in the county welfare boards; conducting planned study groups for training purposes; analysing standards of case work in individual counties.

QUALIFICATIONS: Completion of two years of graduate work in an approved school of social work and two years of employment on salary in a recognized social agency, at least one of which must have been in a supervisory or executive capacity;

or

Completion of one year of graduate work in an approved school of social work and three years of successful experience in employment on salary in a recognized social agency, at least one of which must have been in a supervisory or executive capacity;

or

Graduation from a recognized university or college including completion of an undergraduate curriculum in social work from an approved school of social work and four years of employment on salary in a recognized social agency, at least two of which must have been in a supervisory or executive or capacity;

or

Graduation from a college or university of recognized standing and five years in employment on salary in a recognized social agency at least one of which must have been in a supervisory or executive capacity. Demonstrated outstanding qualities of leadership in social work, particularly in planning and initiating local or State public welfare programs.

NOTE: For each year of required education, one year's experience as described above may be substituted. Preference will be given to applicants between the ages of twenty-six and fifty.

PARTS AND WEIGHTS IN TEST: Education - 3; Experience - 3; Interview - 4.

1/ Release issued by Department of State Employment and Registration, State Employment Commissioner, 22 Light Street, Baltimore, Maryland, 1935.

WORKER-IN-CHARGE

COMPENSATION: \$1200-1500 per annum.

DUTIES: Under direction, to organize and direct the staff of a County Welfare Board to put into effect policies, rules, and regulations of the Board of State Aid and Charities; to plan and carry into effect relationships with outside agencies; under supervision, to be responsible for carrying a case load; and to perform related work as required.

EXAMPLES: Acting as administrative officer of a County Welfare Board; arranging for and attending Board meetings; carrying out policies established by the Board; preparing reports of activities and making recommendations to the Board; preparing publications and reports; addressing meetings on the work of the County Welfare Board and the public welfare program of the State; working out relationships with doctors, landlords, employees and other social agencies; interviewing applicants for relief and making investigations; preparing case records; planning budgets; sending out relief after approval; following up of employment possibilities and employing community resources; closing cases; performing auxiliary service in family or individual situations; keeping records and preparing reports.

QUALIFICATIONS: Graduation from a recognized college or university plus one year of successful experience in employment on salary in a recognized social agency;

or

Graduation from a recognized normal school or its equivalent, plus one year of successful experience in employment on salary in a recognized social agency;

or

Graduation from a standard high school plus one year of successful experience in employment on salary in a recognized social agency; demonstrated ability in administrative aspects of the work and in the field of community relationships; experience in teaching, nursing or law desirable; familiarity with modern social work concepts.

NOTE: Preference will be given to applicants between the ages of twenty-one and forty.

PARTS AND WEIGHTS IN TEST: Education - 2; Experience - 3; Duties - 2; Interview -

SENIOR WORKER

COMPENSATION: \$1020-\$1200 per annum.

DUTIES: Under supervision, to investigate applicants for relief, and to perform related work as required.

EXAMPLES: Interviewing applicants for relief and making investigations; preparing case records, planning budgets; sending out relief after approval; following up employment possibilities and other community resources;

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closing cases; performing auxiliary service in family or individual situations keeping records and preparing reports.

QUALIFICATIONS: Graduation from a college or university of recognized standing plus one year of successful experience in employment on salary in a recognized social agency;

OR

Completion of two years' college or normal school work plus one year of successful experience in employment on salary in a recognized social agency;

OR

Graduation from a standard high school plus one year of successful experience in employment on salary in a recognized social agency; experience in teaching, nursing, or law, desirable; familiarity with modern social work concepts.

NOTE: Preference will be given to applicants between the ages of twenty-one and forty.

PARTS AND WEIGHTS IN TEST: Education - 2; Experience - 2; Duties - 3; Interview - 3.

JUNIOR WORKER

COMPENSATION: \$900-1020 per annum.

DUTIES: Under supervision, to investigate applicants for relief, and to perform related work as required.

EXAMPLES: Interviewing applicants for relief and making investigations; preparing case records; planning budgets; sending out relief after approval; following up employment possibilities and other community resources; closing cases; performing auxiliary service in family or individual situations; keeping records and preparing reports.

QUALIFICATIONS: Graduation from a college or university of recognized standing, preferably with a major in social sciences;

OR

Completion of two years' college or normal school work plus successful experience in employment on salary as a worker in a recognized social agency;

OR

Graduation from a standard high school plus successful experience in employment on salary in a recognized social agency; experience in teaching, nursing or law desirable; familiarity with modern social work concepts.

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NOTE: Preference will be given to applicants between the ages of twenty-one and forty.

PARTS AND WEIGHTS IN TEST: Experience - 2; Education - 2; Duties - 3; Interview - 3.

CASE WORKER

COMPENSATION: \$1500 per annum.

DUTIES: Under direction, to investigate applicants for relief; to assume responsibility for intensive study and professional case work service in a case load; and to perform related work as required.

EXAMPLES: Interviewing applicants for relief and service, and making investigations; planning budgets; sending out relief; following up employment possibilities and using community resources; closing cases; preparing case records; preparing demonstration material for other members of the staff; preparing psychiatric social case history analyses; keeping records and preparing reports.

QUALIFICATIONS: Completion of the full graduate course in an approved school of social work;

or

Completion of one school year of graduate work in an approved school of social work, and one year of successful experience in employment on salary as a social worker in a recognized social agency;

or

Graduation from a recognized college or university including completion of an under-graduate curriculum in social work in an approved school of social work, and two years' successful experience in employment on salary as a social worker in a recognized agency; knowledge of literature in the field of social work; knowledge of modern concepts of social case work; ability to prepare case records and psychiatric social case history analyses.

NOTE: Preference will be given to applicants between the ages of twenty-one and forty.

The Case Worker's duties are differentiated from those of the Junior and Senior Worker and the Worker-in-Charge by the fact that the Case Worker, because of professional training, is responsible for providing a skilled professional case work service on a discriminating basis; he is in need of less direct supervision in analyzing and developing plans of procedure in individual situations, and he is responsible for community interpretations in individual situations and, to some extent, in relation to the total program.

PARTS AND WEIGHTS IN TESTS: Education - 3; Experience - 3; Interview - 4.

CASE SUPERVISOR

COMPENSATION: \$1800 per annum.

DUTIES: To be responsible for reviewing individual cases; to be responsible for the professional development of the staff and the integration of the cases work program with the administrative organization; and to perform related work as required.

EXAMPLES: Holding individual conferences with the staff for review of case and interpretation of policies and procedures; planning and directing staff conferences for purposes of training; formulating plans with the organization head for the relief and social case work program; interpreting community and organizational needs and deficiencies; making special investigations and adjustments.

QUALIFICATIONS: Completion of two years of graduate work in an approved school of social work;

or

Completion of one school year of graduate work in an approved school of social work, or its equivalent; two years' successful experience in employment on salary as a social worker in a recognized social agency;

or

Graduation from a recognized college or university including completion of an undergraduate curriculum in social work in an approved school of social work, plus three years' successful experience in employment on salary as a social worker in a recognized social agency; knowledge of literature in the field of social work; knowledge of and ability to teach modern concepts of social case work; supervisory ability.

NOTE: Preference will be given to applicants between the ages of twenty-three and fifty.

PARTS AND WEIGHTS IN TESTS: Education - 3; Experience - 3; Personal Interview - 4.

Appendix C

OUTLINE OF ADMINISTRATIVE MANUAL

OUTLINE OF ADMINISTRATIVE MANUAL ^{1/}

Note: Each bulletin sent out has a notation giving the section under which it is to be filed and the previous bulletins which it supersedes.

- I. Administrative Routine.
- II. Financial Procedure and Reporting.
- III. Case Reporting Procedure.
- IV. Special Reports and Surveys.
- V. Personnel and Training.
- VI. County Welfare Board Procedure.
- VII. Residence and Transients.
- VIII. Old Age Assistance (separate).
- IX. Child Welfare.
- X. Works Progress Administration.
Certification Procedure.
C.C.C.
N. Y. A.
Emergency Education.
Surplus Commodities.
- XI. Laws and Interpretations.
- XII. Case Work.

^{1/} Issued by the Department of Social Work of the Maryland Board of State Aid and Charities, 1936.

Appendix D

OUTLINE OF OLD AGE MANUAL

OUTLINE OF OLD AGE MANUAL 1/

- I. Policy-Making by the County Welfare Board.
 1. Adoption of a budget.
 2. Equity in real property.
 3. Equity in insurance, bank deposits, and other liquid assets.
 4. Action on granting or denying assistance.
 5. Consideration of special cases.

- II. Priorities in Granting Old Age Pensions.
 1. Relief cases.
 2. Outdoor pension cases.
 3. All other cases.

- III. The Application.
 1. Witnessing the application.
 2. Distribution of application.
 3. Filing of application.
 4. Rejection at intake.
 5. Reapplication.

- IV. The Investigation - Determining Eligibility.
 1. Clearance in master file with other social agencies.
 2. Proof of age, residence, citizenship.
 3. Relative legally responsible.
 4. Work references.
 5. Income from investments, pension.
 6. Insurance.
 7. Real estate.
 8. Bank accounts.
 9. War veterans.

- V. The Budget
 1. The standard budget
 - a. Food
 - b. Rent
 - c. Fuel
 - d. Light
 - e. Clothing
 - f. Insurance
 - g. Medical care
 - h. Incidentals
 2. Plan for aged persons or couples not living in a family group.
 3. Use of budget items when aged person has dependents.
 4. Use of budget items when aged persons belongs to a family group, relief or non-relief.

- VI. Disbursing Old Age Assistance.

- VII. Financing Old Age Assistance.

- VIII. Insurance.

- IX. Real Property.

- X. Problems of Residence.

- XI. The Right of Appeal.
- XII. Statistical Routine and Procedure.
- XIII. Service to the Aged.
 - 1. Acquaint aged persons with services offered by County Welfare Board.
 - 2. Use of volunteers.
 - 3. Planning of treatment.
 - 4. Characteristic behavior manifestations of the aged as guides in treatment.

Appendix E

MINUTES OF STATE STAFF MEETING

- (1) ...
- (2) ...

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MINUTES OF STATE STAFF MEETING

A meeting of eight members of the state staff was held^{1/} to discuss what steps should be taken next by the Division of Personnel and Case Supervision.

The county situation was presented as follows: Six counties are in charge of workers who are trained and able to supervise their staffs, and have no other case supervisors at present. Fifteen counties have the full or part-time service of a case supervisor. Two counties have no trained service, either executive or supervisory.

Since in most counties the initial stage has been past, and practically all areas are covered as adequately as will be possible for some time, it seemed advisable to take stock of how the state staff could be most useful in its service to the existing organization. The contact which the State Department of Public Welfare has had with the counties through group meetings, the field staff, or members of the case supervision department has centered around:

- (1) Administrative matters of organization, reporting procedure.
- (2) Social work point of view and development of the work in all of its phases.

These overlap to a great extent, but the emergency program has demanded more of the first and has limited the possibility of concentrating on the second. It is anticipated that in the future the county staffs will need a minimum of help with administrative matters, and will want more assistance in developing a sound program, basic working philosophy, and service to individuals. Individual agencies have recognized the fact that growth of the agency as a whole along progressive, professional lines means offering opportunities to their staffs for continuous development.

These opportunities may take a different form each year according to the interests and needs of the staff and the special demands and conditions of the job. It seems possible that responsibility for offering professional development will be more and more accepted by the State Department both because local staffs desire it and because the aims of a developing State Department demand it. Some of the many ways in which the state staff may offer this help are:

- (1) General state meetings.
- (2) Regional meetings devoted to special topics.
- (3) Projects by which local executives can help in planning policies.
- (4) Regular individual conferences with field supervisors for discussion of immediate and detailed questions and for consideration of fundamental problems in the job.
- (5) Individual conferences between local executives and members of the state staff on specific subjects.
- (6) Formal classes giving theoretical instruction.
- (7) A series of meetings arranged around a selected topic, led by one person who takes responsibility for the planning and direction of the meetings.

^{1/} February 1936.

These various suggestions are all possibilities for future consideration. At present formal theoretical instruction will not be helpful. All of the other suggestions might be incorporated in any plan with different emphases at different times. Regular conferences with field supervisors are important at all times. The general objectives should be kept in mind whatever plans are made. Development along two lines is desirable - work with individuals and work with the community. The capacity of individual staff members will determine the extent to which their skill, understanding, and general professional equipment increases.

Since the emphasis up to the present has been on general meetings or individual conferences, the local staffs may now want the opportunity to discuss various subjects in some detail through the medium of smaller group meetings. Leadership of these groups, subject matter, and division of staff members into groups must all be considered carefully. The state staff should take the general responsibility for leadership. A possible division into groups may be achieved on the basis of subject matter.

There was some discussion of the method and philosophy of group discussion and a rather general agreement that the topic must be limited if discussion is to be fruitful; that the leader should be willing to take responsibility for general content and direction, while allowing the group some freedom of action; and that for the present at least topics of discussion should be practical rather than theoretical.

Appendix F

NOTE REGARDING 1936 LEGISLATION

NOTE REGARDING 1936 LEGISLATION

The General Assembly of the State of Maryland convened during the first week of April 1936 for the purpose of considering general relief needs and measures required in order to secure Social Security funds. New legislation enacted provides that Old Age Assistance, Aid to Dependent Children, and Aid to the Blind, be administered by the County Welfare Boards and the Department of Welfare of Baltimore City.^{1/} General public assistance for employables and unemployables is financed by a state tax, but paid to the fiscal officer of the county, and the funds may be used for relief or for the ordinary purposes of government as the county commissioners may decide.

General public assistance may be administered according to the wishes of the county commissioners. There is no provision for state supervision of these funds. However, in most counties these funds are being turned over to the County Welfare Boards. In two counties the commissioners have gone on record as ready to administer these funds themselves; in others the situation is doubtful.

General public assistance funds are delayed because of the wording of the State Revenue Act.^{2/} It requires that the State Comptroller, from the income of the tax, first set aside sufficient funds to cover the expenses of collection and the expenses of the Board of State Aid and Charities. Then he must set aside a sum not in excess of \$1,000,000 for Old Age Assistance and a sum not in excess of \$1,450,000 for Aid to Dependent Children. Only when he is certain of the collections will he be ready to make some distribution of the general funds. For this reason there are some counties in which cases dependent upon general public assistance are not covered. In the City of Baltimore and in some counties an advance has been made in anticipation of repayment from the state funds.

The new law provides that administrative costs shall be met from state funds or local funds or both, as the Board of State Aid and Charities shall direct. The State Board is now working on a policy for payment of administrative costs, but contemplates some sharing of cost by the local unit.

The new legislation also requires some local financing of all three public assistance features: one sixth of Old Age Assistance (or one third should Federal funds no longer be available), an amount equivalent to 1¢ on the tax rate for Aid to Dependent Children, and an amount not in excess of \$250 for Aid to the Needy Blind.

^{1/} See Chapters 149, 148, and 145 of the Laws of Maryland 1936.

^{2/} This Act provided for a selective excise tax and corporation franchise tax. See Chapter 10 of the Laws of Maryland 1936.

STORE ROOM

U. S. Works progress adminis-
tration.

L-2 Research bulletin.

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