

conformity with the State plan and with the requirements of the Federal act. Since hearings concern themselves predominantly with "critical cases"—that is, cases which the drafters of policy did not intend to exclude, yet which are not expressly covered by stated policies—hearing decisions offer particularly significant clues to the manner in which State policies and procedures operate.

The very facts that hearings are or are not held, that claimants do or do not know about their right to a hearing, and that hearings when requested are made readily available or are as far as possible prevented, give a key to the agency's attitude toward the rights of individuals under its programs. An agency's ready acceptance of requests for hearings on a policy, rather than on a questioned decision made under this policy, constitutes acceptance of the right of claimants to participate in developing policies that vitally affect their rights and their welfare. Likewise, the follow-up action taken after a hearing indicates whether the agency puts hearings to effective use by eliminating the weaknesses in policy and procedure that the hearing process has disclosed. The agency may effect the necessary change either by direct action through policy revision or, when necessary, by submitting bills to the State legislature that would broaden or liberalize the program's legal base.

Beyond their significance for policy development, hearing decisions have a cumulative effect. While the individual hearing demonstrates the effect of a specific policy in a specific situation, an accumulation of hearings on related issues conveys a three-dimensional view. They give depth and focus to the picture by showing what a certain policy will do in relation to a cross section of a whole case load, or in relation to a whole set of similarly constituted case situations. Though an individual hearing decision may appear equitable and fair, the perspective gained from a large number of related decisions may highlight deficiencies not visible in the individual instance, and the decision reached in the single instance may suddenly appear superficial and not directed at the core of the problem.

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Notes and Brief Reports

Employment Covered by Social Insurance

Estimates of covered and noncovered employment for selected industries, presented in the December 1947 BULLETIN on a fiscal-year basis, are shown here for the calendar years 1946 and 1947 (table 1).

More than 60 million persons were in the civilian labor force in an average week in 1947, with the labor

force rising from 57.8 million in January to a peak of 62.7 million in July. Employed workers numbered 58 million, a 5-percent rise over the average in 1946. Unemployment, which hovered close to the 2½ million mark in the spring of 1947, fell to 1.6 million by the year's end and averaged 2.1 million.

Some 34 million workers, or nearly 60 percent of the employed labor force, were covered by the old-age and survivors insurance program in 1947; as total employment increased by 400,000 more than did the number covered under that program, however, the number of workers excluded from coverage rose from 23.6 million in an average week in 1946 to 24 million in 1947.

More than a third (8.2 million) of the noncovered workers were employed in agriculture; 6 million were working for themselves in nonagricultural occupations; and 5 million were employed by Federal, State, or local governments. Federal Government employment fell by half a million from the 1946 level and averaged 1.7 million in 1947; employment by State and local governments, on the other hand, was up 200,000 and totaled 3.3 million in an average week in 1947.

Workers covered by the State unemployment insurance systems numbered 31.2 million in 1947, an increase of 2.2 million. In an average pay period, some 32.3 million workers were covered by the State systems, which represented a gain of 7 percent over the number covered in 1946.

Trends in Public Assistance Personnel

Since December 1942 the Bureau of Public Assistance has received semi-annual statistical reports from State public assistance agencies concerning the staff in the State and local offices. The reports, which are made on a voluntary basis, came at the beginning from 29 agencies in 25 States; by December 1947, 52 agencies in 45 States were participating in the project. From these reports and other infor-

TABLE 1.—Estimated employment covered by old-age and survivors insurance and by unemployment insurance, and employment in selected noncovered industries, calendar years 1946 and 1947

[In millions; data corrected to June 30, 1948]

Type of employment	Calendar year	
	1946	1947
1. Employment in an average week:		
Civilian labor force.....	57.5	60.1
Unemployed.....	2.3	2.1
Employed, total.....	55.2	58.0
Covered by old-age and survivors insurance.....	31.6	34.0
Covered by State unemployment insurance.....	29.0	31.2
Not covered by old-age and survivors insurance.....	23.6	24.0
Railroad.....	1.6	1.6
Government.....	5.3	5.0
Federal.....	2.2	1.7
State and local.....	3.1	3.3
Agriculture.....	8.2	8.2
Wage and salary workers.....	1.6	1.6
Self-employed.....	4.8	5.0
Unpaid family workers.....	1.8	1.6
Nonagricultural self-employed.....	5.6	6.0
Domestic service.....	1.6	1.7
Other.....	1.3	1.5
2. Employment in an average pay period:		
Covered by State unemployment insurance.....	30.2	32.3
Railroad.....	1.6	1.6
Federal Government.....	2.3	1.9
State and local government.....	3.3	3.6
3. Employment during a quarter (average for 4 quarters) covered by old-age and survivors insurance.....	38.6	40.0

Source: Data on employment in an average week (based on population count); civilian labor force, unemployed, and total employed, from *Monthly Report on the Labor Force*, Bureau of the Census; employment covered and not covered by old-age and survivors insurance, from the Bureau of the Census, adjusted by the Analysis Division, Bureau of Old-Age and Survivors Insurance; employment covered by unemployment insurance, estimated by the Bureau of Employment Security. Data on employment in an average pay period (based on establishment reporting): covered by unemployment insurance, from the Bureau of Employment Security; for railroads, from the Railroad Retirement Board; for Federal, State, and local governments, from the Bureau of Labor Statistics. Employment during a quarter covered by old-age and survivors insurance, from the Bureau of Old-Age and Survivors Insurance.

mation the Bureau has developed Nation-wide estimates on the size, composition, and turn-over of staff in public assistance agencies for each semiannual period since December 1942.¹

About five-sixths of staff time in all agencies combined is devoted to the four public assistance programs—old-age assistance, aid to dependent children, aid to the blind, and general assistance.² The rest of the staff time is spent on other welfare programs administered by the reporting agencies, including child welfare services, foster-home care, crippled children's services, and various other programs. During the war years these other programs also included the dependency investigation and medical survey programs for Selective Service and the "enemy alien" and civilian war assistance programs. A few agencies that administer several welfare programs report only the employees working on public assistance; others report, in addition, employees engaged on programs closely related to public assistance; while still others report all employees of the agency. In no instance, however, have employees of institutions operated by public assistance agencies been included.

State and local agencies in December 1947 employed more staff (47,000) than at any time since the reporting series began. Throughout the war years these agencies were generally unable to recruit personnel, while trained and experienced workers left to go to other governmental agencies, private industry, the armed forces, or war-connected services. The losses in experienced personnel were only partly offset by decreases in public assistance case loads. Although staffing problems have been less serious since the end of the war, public assistance agencies still have difficulty in recruiting staff because of the acute

shortage of qualified personnel, the low salaries compared with those offered in similar fields, and the competition with other agencies, both governmental and nongovernmental, for the same kinds of staff.

Since June 1944, rises in case loads and a continuing need to strengthen agency staffs have resulted in increases in the number of personnel in each succeeding 6-month period. Since December 1942 the estimated total number of employees in public assistance agencies has changed as follows:

Month	Number of employees	Change	
		Number	Percent
1942: December	46,000		
1943: June	44,200	-1,800	-4
December	42,100	-2,100	-5
1944: June	41,400	-700	-2
December	41,500	+100	(1)
1945: June	41,900	+400	+1
December	42,300	+400	+1
1946: June	43,600	+1,300	+3
December	44,500	+900	+2
1947: June	46,400	+1,900	+4
December	47,000	+600	+1

¹ Increase of less than 0.5 percent.

For the country as a whole the distribution of staff by type of position has remained fairly constant throughout the 5½-year period. In December 1947 the 21,100 visitors (director-workers and social workers with case loads) constituted 45 percent of all State and local employees; in local offices visitors comprised more than half the staff.³ The estimated

³ For definitions of types of positions and other terms used in this article, see *Instructions for Form PA-2003, Semiannual Statistical Report on Staff of Public*

number of employees and their distribution by type of position in December 1947 are shown in table 1.

The acute shortage of personnel has been accompanied by a high rate of turn-over in agency staffs. Since the semiannual period ended in June 1943, the first period for which such data are available, the accession and separation rates⁴ have changed as follows:

6-month period ended—	Number of accessions per 100 employees	Number of separations per 100 employees
1943: June	15.3	19.3
December	15.2	21.0
1944: June	16.4	16.8
December	15.5	17.0
1945: June	14.9	13.7
December	18.6	17.3
1946: June	20.5	16.3
December	19.3	17.2
19 7: June	17.9	13.2
December	17.9	16.7

Turn-over is high for all types of positions in public assistance agencies, and during the war many agencies liberalized qualifications in order to obtain staff to carry on the job. Turn-over rates generally are lower for executive and social work positions than for other positions. Nevertheless, during the 6 months ended in December 1947, accessions were one-fifth of the total number of executives and social workers in nine agencies.

Assistance Agencies, Bureau of Public Assistance.

⁴ Based on the average number of employees during the 6-month period, obtained by taking half the sum of the number of employees at the beginning of the period and those at the end of the period.

TABLE 1.—Distribution of employees of State and local public assistance agencies, by type of position, December 1947

Type of position	Total		State offices		Local offices	
	Number	Percentage distribution	Number	Percentage distribution	Number	Percentage distribution
Total	47,000	100	7,800	100	39,200	100
Executives and social workers	26,600	57	2,200	28	24,400	62
Directors	2,200	5	500	6	1,700	4
Director-workers	2,200	5			2,200	6
Social workers with case loads ¹	18,900	40	400	6	18,500	47
Field representatives	600	1	600	8		
All other social workers	2,700	6	700	8	2,000	5
Other employees	20,400	43	5,600	72	14,800	38
Specialists and technicians	1,300	3	1,000	13	300	1
Clerks	17,800	39	4,300	55	13,500	35
All other	1,000	2	300	4	700	2

¹ Includes social workers on intake and special investigation.

¹ For data on individual States, see the semiannual release of the Bureau of Public Assistance, *Public Assistance Personnel*.

² For general assistance, data exclude the following sizable group for whom no basis of estimate is available: all employees in Connecticut, Florida, Indiana, Kentucky, New Jersey, Oklahoma, and Texas; all local office employees in Maine and Michigan; and some local office employees in California and Illinois.

The extent to which agencies have had to use provisional, temporary, and emergency employees⁵ to carry on their work is one measure of the staffing problem. Several States made such appointments because civil-service lists were exhausted or because persons on the registers were not interested in the jobs offered. Moreover new examinations were not held because there were too few candidates. Both the number of such employees and the proportion they constitute of all employees have risen since December 1943, the first month for which these data are available. Provisional, temporary, and emergency appointees constituted 9.9 percent of all employees in that month, whereas in December 1947 they numbered 6,700 or 14.3 percent of all employees. In six States, as of the latter date, they made up more than one-fifth of all employees.

Provisional, temporary, and emergency employees also have constituted an increasingly larger proportion of all accessions and separations. For

⁵A provisional employee is one who meets minimum qualifications and is appointed on a noncompetitive basis for a limited period pending the establishment of a register; a temporary employee is appointed under the merit-system rules to a position that is expected to last 6 months or less; an emergency employee is appointed without regard to the establishment of a register to meet an emergency and for a limited period pending provisional or regular appointment.

the 6-month period ended December 1943, they accounted for 55 percent of all accessions and 19.9 percent of all separations; for the 6 months ended December 1947, the corresponding percentages were 59.3 and 35.5. The high proportion of newly hired workers who hold provisional, temporary, or emergency appointments reflects the difficulty of obtaining qualified staff, though the difference between the proportion of accessions and the proportion of separations presumably is due to the fact that many provisional employees qualify as permanent employees.

New employees and those who have been with the agency for some time present different problems for planning staff development and staff utilization programs. The relative number of experienced employees on the staff is an important factor in effective service. Of all persons who worked for the agencies at some time during the second half of 1947,⁶ 70 percent were continuously employed throughout the 6 months.⁷ This pro-

⁶Number of employees at beginning of period plus accessions during period; accessions exclude employees who left the agency pay roll and returned to the pay roll during the period.

⁷Number of employees at beginning of period minus separations during period; separations include employees hired during the period who also left during period but exclude employees who left and returned to the agency pay roll during the period.

portion, which has been about the same since States began reporting the information, was highest (75 percent) during the 6 months ended in June 1945.

In December 1947 there were 3,100 vacancies, of which 2,000 were in executive and social work positions. The vacancy rate for all positions was 6.2 per 100; for executive and social work positions, it was 7.1, and for other positions, 4.9. These rates are the lowest to date, as the following tabulation shows:

Month	Number of vacancies per 100 positions		
	All positions	Executive and social work positions	Other positions
1942: December.....	7.5	8.1	6.8
1943: June.....	6.8	7.8	5.4
December.....	6.7	7.9	5.2
1944: June.....	7.1	8.5	5.2
December.....	8.4	9.9	6.5
1945: June.....	7.5	8.9	5.6
December.....	7.8	9.1	6.2
1946: June.....	7.2	8.3	5.7
December.....	8.3	9.9	6.2
1947: June.....	6.2	7.2	5.0
December.....	6.2	7.1	4.9

The vacancy rate for executive and social work positions has always been higher than for "other" positions, though the turn-over rate is lower. This difference in the rates indicates the greater difficulty of filling vacancies of this type.

Primary Benefit Amounts, December 31, 1947

The data in the June BULLETIN on monthly benefits in current-payment status at the end of 1947, by family classification of beneficiaries, included a distribution of the number of families in each classification by amount of family benefit. The family benefit tabulations also make possible the following distribution of all primary benefits in current-payment status at the end of 1947, by interval of primary benefit amount.

Almost half the primary benefits were concentrated in the \$20.00-\$29.99 interval. The rest were divided about equally above or below that interval. Almost 8 percent were receiving the minimum benefit of \$10.

CHART I.—Percentage distribution of primary benefits in current-payment status at end of 1947, by monthly amount of primary benefit, for each sex

