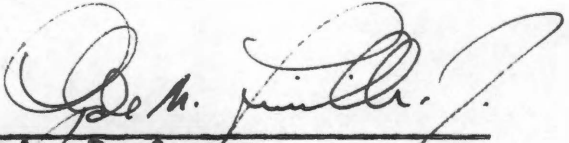


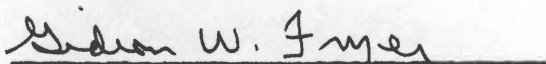
June 2, 1952

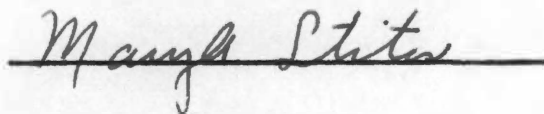
To the Graduate Council:

I am submitting herewith a thesis written by Joseph Isaac Nicholson, Jr. entitled "A Study of the Educational Leave Program of the Tennessee Department of Public Welfare." I recommend that it be accepted for nine quarter hours of credit in partial fulfillment of the requirements for the degree of Master of Science in Social Work.


Major Professor

We have read this thesis
and recommend its acceptance:





Accepted for the Council:


Dean of the Graduate School

**A STUDY OF THE EDUCATIONAL LEAVE PROGRAM OF
THE TENNESSEE DEPARTMENT OF PUBLIC WELFARE**

A THESIS

Submitted to
The Graduate Council
of
The University of Tennessee
in
Partial Fulfillment of the Requirements
for the degree of
Master of Science
in Social Work

by

Joseph Isaac Nicholson, Jr.

June 1952

ACKNOWLEDGMENT

The writer wishes to express sincere appreciation to Mr. Williard L. Bland, Deputy Commissioner of the Tennessee Department of Public Welfare, and other Officials who by their assistance and granting permission to use the personnel records, have made this study possible.

Grateful appreciation is extended to Mr. Gideon Fryer and Mr. Clyde W. Linville, Jr. for their guidance and inspiration which were vital to the formulation and completion of this study.

TABLE OF CONTENTS

CHAPTER	PAGE
I. EDUCATIONAL LEAVE PROGRAMS	1
Child Welfare Services educational leave program	3
Bureau of Public Assistance educational leave program	7
Tennessee educational leave program	9
II. THE STUDY	11
III. THE FINDINGS	14
Number of grants	15
Amount of training	17
Age	19
Length of employment and reasons for leaving	22
Positions	28
Marital status	30
School attended	30
IV. CONCLUSIONS	33
BIBLIOGRAPHY	39
APPENDIX	42

LIST OF TABLES

TABLE	PAGE
I. Distribution of 153 DPW Educational Leave	
Grants by Year	16
II. Amount of Training Received by 123 DPW	
Educational Leave Stipend Recipients by	
Employment Status	18
III. Age of 123 Recipients at the Time DPW	
Educational Leave Stipend First Granted	
by Sex and Employment Status	21
IV. Length of Employment With DPW at the Time	
Educational Leave was First Granted by	
Employment Status	23
V. Length of Employment of 37 DPW Stipend	
Recipients After Last Educational Leave	
Granted Whose Employment Had Been	
Terminated by Sex	25
VI. Reason for Separation of 37 DPW Educational	
Leave Stipend Recipients by Years	
Employment Terminated	27
VII. Positions of 123 DPW Stipend Recipients	
Before and After Educational Leave Granted . .	29
VIII. Distribution of 153 DPW Educational Leave	
Grants by School Attended	31

CHAPTER I

EDUCATIONAL LEAVE PROGRAMS

Educational leave may be defined as a leave of absence granted by an agency to a staff member or the beginning worker for the purpose of professional study. While on leave the worker may receive full salary, a reduced salary, an agency stipend based on the costs of professional education, or he may receive no pay at all. The purpose of educational leave is to bring about improvement in the agency's services. The educational leave program should be a part of total agency planning to increase the competence of the total staff rather than to increase individual ability. Educational leave stipends are granted on a selective basis to agency staff members and beginning workers with consideration given to the needs of the agency program as well as to the worker's potentialities for growth.

A distinction is usually made between the purpose of educational leave with an agency stipend and a scholarship. Miss Trout, Consultant on Staff Development for the Children's Bureau, makes this distinction clear:

Scholarships may be given for the purpose of increasing the numbers of persons in a professional field or in some specialization within the field. But in both instances, the

development of the individual is the primary consideration. Educational leave with an agency stipend, on the other hand, is one of the methods a public agency uses to increase and strengthen its services. Its purpose is agency-focused. True, persons to whom educational leave is granted benefit as individuals in securing a professional education, and the numbers of social workers in the entire professional field are increased. These, however, are by-products though most desirable ones.¹

Educational leave for professional study with an agency stipend has become a major part of the staff development program of most state departments of public welfare. It is used in extending and strengthening services through the recruitment of beginning workers, building up supervisory personnel, and increasing the skills of all staff members. Miss Trout says:

It has been through the use of educational leave primarily, that agencies have come to see learning in social work as a continuous process and, therefore, as one segment of a program for staff development.

In the fiscal year 1950, all except 4 of the 53 states and territories budgeted child-welfare services funds for stipends for professional study for staff members. The total for all the states was \$644,015.35. This represents a slight increase over the amount of money budgeted for educational leave in 1949, which was \$634,000. The number of workers to whom grants would be given is estimated at about 600.

The number of educational leave grants budgeted by a given state depends on its

¹Bessie E. Trout, "Educational Leave in the Public Child Welfare Programs," Public Welfare, 9:220-24, July 1950.

size and the way its program is developing. For example new legislation may mean a rapid expansion of one aspect of the child-welfare program at the same time the state is gradually attempting coverage of total services in every county. Recruitment of staff for professional training is affected by these developments. Leaves with a stipend range from 1 to 35 or 40 workers in a given state. The majority of states, however, give educational grants² with stipends to 10 to 15 workers a year.

Child Welfare Services Educational Leave Program

Since the Social Security Act was passed, the Children's Bureau has advised with state agencies on educational leave in child welfare. The Bureau has encouraged the states to make use of Federal Child-Welfare Services funds for an educational leave program. The Social Security Act provides funds for this purpose. The exact wording of the Act is as follows:

For the purpose of enabling the United States, through the Administrator, to cooperate with State public-welfare agencies in establishing, extending, and strengthening, especially in predominately rural areas, public-welfare services (hereinafter in this section referred to as 'child welfare services') for the protection and care of homeless, dependent, and neglected children, and children in danger of becoming delinquent, there is hereby authorized to be appropriated for each fiscal year, beginning with the

²Ibid.

fiscal year ending June 30, 1936, the sum of \$10,000,000.³

In the administration of this Act the Children's Bureau and the states recognized that adequate social services to children required personnel who were professionally competent. It is for this reason that a large percentage of Federal Child-Welfare Services funds have been used for purposes of securing, maintaining, and improving personnel.

In 1948 the Children's Bureau developed a Guide For Educational Leave Policies⁴ for states using Federal Child-Welfare Services funds for educational leave grants. In order to secure the best possible guidance in revising its standards on educational leave, the Children's Bureau, appointed a committee to examine and advise on sound educational leave practices. This committee included representation from state welfare agencies and schools of social work in addition to representation from the Bureau of Public Assistance and the Children's Bureau. On the basis of the committee's conclusions and the experience of individual states, the Children's Bureau recommended certain standards

³Federal Social Security Act of 1935, Title V, Part 3, Sec. 521 (a), as amended by Public Law 734, approved August 28, 1950.

⁴Guide for Educational Leave Policies, Federal Security Agency, Social Security Administration, Children's Bureau, (mimeographed) April 1948.

as a guide to states in the use of Federal funds for educational leave. It included such items as: educational leave should be made available to selected staff members; money may be provided for part or full cost of professional education; a minimum of a school year should be allowed for beginning workers; the worker should have freedom in the choice of schools, but it should be an accredited school. (For the complete recommendations see Appendix A)

In 1949 the Children's Bureau appointed a committee to study agency-school practices as they pertain to educational leave. An intensive study was made of the criteria for selection of workers for professional study. The following are qualities which the committee thought were of primary importance to both schools and agencies.⁵

1. Interest in social work.

The worker should have a conviction that he wishes to enter social work as a career--that he likes and wants to work with people.

2. Evidence of growth.

The worker should be able to use his abilities in relation to other people and to enjoy engaging in the activities and situations around him. He should show freedom to venture into new thoughts and action with people and situations. A growing person, it was felt, would be

⁵Agency-School Relationship, Federal Security Agency, Social Security Administration, Children's Bureau, (mimeographed) November 21, 1949.

interested in the well-being of others and would have ability to think beyond personal aims or benefits.

3. Personal qualities.

Personal qualities considered essential for satisfactory social work were: emotional maturity, respect for the individual; capacity for sustained responsibility and for constructive relationships; ability to adjust to changing situations; analytical and reasoning ability; leadership ability; and a sense of humor.

Other factors to be considered are:

1. Age.

Less importance was attributed to age alone as related to potentialities for competence. Some evaluation of the war-time experience of agencies indicated that performance has less relation to age than is generally believed to exist and that maturity of years frequently has the added value of greater stability. While age in itself is not a basis for refusing an application to the school, the practice of discouraging persons under 21 or over 40 is reaffirmed. It was considered important that the agency be clear as to the reason an older person wishes to enter a new field, which would be different from wishing to complete professional training after working for a number of years. The Subcommittee also recognized that frequently the older person, who has held a position for many years, may find a student role difficult.

2. Evaluation of work experience.

Specific problems are frequently encountered by agencies in determining the potentialities for professional growth of some staff members with long experience. Agencies need to be clear about the nature of these difficulties and to avoid using the school in an attempt to solve them.

The school experience in such instances may result only in difficulty for the school and disappointment for the worker and the agency.

Bureau Of Public Assistance Educational Leave Program

The Bureau of Public Assistance has since 1937 had a policy permitting Federal participation in the payment of salaries to staff members who are granted educational leave to attend an accredited school of social work. This policy was broadened in 1948, to include in addition to social work education, specialized professional and technical education related to the activities essential to the administration of public assistance.

In 1946 the Bureau of Public Assistance made a study of state practices for giving educational leave as a part of the agency's total staff development plan. This was done in order to help the Bureau in planning, evaluating, and interpreting the educational leave programs throughout the country. In addition, it was to help evaluate the Bureau policy of contributing toward salaries of persons on educational leave. It was hoped that this report would serve to stimulate the interest among state agencies in the use of educational leave as a means for obtaining better-qualified staff in the administration of public assistance.

This report included workers granted educational leave with or without pay, and those receiving Child-Welfare

Services funds as well as those receiving funds from the Bureau of Public Assistance and state funds. The report covered a two year period July 1, 1943 through June 30, 1945.

The thirty states reported as granting leave with pay used several ways to finance their programs. Fifteen states used Federal Child-Welfare Services funds only. Five states financed leave with pay without using any part of such Child-Welfare Services funds. Ten states financed their educational leave program with a combination of Child-Welfare Services funds and other funds. Six out of every ten workers who were granted educational leave with pay, were paid solely from Child-Welfare Services funds.⁶

The majority of persons reported in the Bureau of Public Assistance study who took educational leave had been working in public assistance prior to taking educational leave.

Although the policy of the Bureau of Public Assistance of matching funds for educational leave for staff members has been in effect almost since the beginning of the public assistance programs, the state agencies have made

⁶ Report on State Practices for Educational Leave for the Period July 1, 1943 Through June 30, 1945, Federal Security Agency, Social Security Administration, Bureau of Public Assistance, Technical Training Service, (mimeographed) 1946.

very limited use of this program. A review of plan material submitted to the Bureau of Public Assistance by the different states indicated that in January 1951 only sixteen states had submitted an approved educational leave policy for training public assistance personnel.⁷

Tennessee Educational Leave Program

The Tennessee Department of Public Welfare has had an educational leave program since 1937. Educational leave with an agency stipend is sometimes referred to by the Department⁸ as a tuition and maintenance grant. Educational leave with an agency stipend has had a continuous part in the development of the Child Welfare Program. The educational leave program has operated on a rather limited budget until the school year 1947-48 when 13 persons received grants for professional study. The number of grants have increased steadily since that year.

In recent years the educational leave program has developed into a major part of the Staff Development program with the In-Service Training Officer acting as Chairman

⁷Contained in personal communication from Miss Corrine Wolf, Acting Chief, Division of Technical Training, Bureau of Public Assistance, December 1951.

⁸As used in this study and unless the context indicates otherwise, the "Department" or the "Agency" refers to the Tennessee Department of Public Welfare.

of the Committee on Professional Training. Each year the Committee on Professional Training develops the policies on educational leave;⁹ approves and rejects applications; determines the amount of the stipend to be paid; recommends to the Commissioner the amount to be budgeted annually for educational leave stipends; determines the number of persons to be granted leave; and encourages promising people to seek professional training to enable them to move toward positions of greater responsibility.

Some of the conditions under which educational leave stipends are granted to employees and beginning workers are: the worker must sign an agreement which binds him to accept employment anywhere in the state and to work for at least one year (See Appendix C); the applicant must agree to remain in school for the full academic year, except in cases where shorter periods are granted; if the worker fails to fulfill this agreement, he is expected to repay the Department the full amount received from the stipend; the worker may attend the school of his choice from those accredited by the American Association of Schools of Social Work; and the employee while on leave retains his Civil Service Status but he does not earn annual, nor sick leave nor credit toward retirement.

⁹For full text of regulations current at the time of the study, see Appendix B.

CHAPTER II

THE STUDY

This study was undertaken in response to the suggestion of the Tennessee Department of Public Welfare, as the Department wanted to obtain an overall picture of their educational leave program. It is an expensive program, and one which deserves careful scrutiny.

The study includes only those workers who were granted leave for full time professional study in a graduate school of social work for a period of at least two months. It does not include workers who were given educational leave without pay. Several workers included in this study started professional training with stipends, but completed training with their own funds.

Schedules were completed on 123 different individuals, including 86 workers granted leave between 1937 and 1951 who were still employed as of January 1952, 29 employees whose employment terminated between 1947 and 1951, and eight employees whose employment terminated prior to 1947. The later were included because their records had been kept in Central Files for one reason or another.

The list of names of workers granted educational leave between 1937 and June 1950 was compiled by Miss Robbie Lou Fitzgerald, former Personnel Officer for the Department.

A study similar to this had been planned but was not carried through. The list of names on leave during the school year 1950-51 was obtained from the Educational Leave file in the Personnel Office. A card file was made from these lists in order to avoid duplication in cases where the workers had been granted leave more than once or where they had changed their names by marriage. This card file was checked for accuracy against lists in the In-Service-Training Officer's files, minutes of the committee on professional training, and lists found in personnel files.

A schedule (See Appendix D) was prepared to obtain such data as age, sex, race, marital status, residence, date educational leave granted, length of leave, school attended, date employment terminated, and reasons for leaving the agency. Schedules were completed on each of the individuals who had received leave grants and whose records were in the personnel files or still in the central files.

It was originally planned to include in this study all workers who have been granted educational leave with a stipend for full time professional study in a graduate school of social work. However, there were 27 names on the list submitted by the Department as having been granted educational leave whose personnel records were not available. This was due to the policy of removing all personnel records from Central Files when employment had been

terminated for five years or more. The records were stored along with other old records and were not accessible for study.

CHAPTER III

THE FINDINGS

The Tennessee Department of Public Welfare recognized from the beginning the need for professionally trained personnel to staff its child welfare program. One of the main problems encountered in the development of the child welfare program has been in securing a trained staff. This problem is not confined to the Tennessee Department of Public Welfare, as Miss Trout points out.

The lack of professionally trained workers is the greatest road block in providing public Child-Welfare services. The demand for such workers continues to be urgent. Social Work is a new profession and there are not enough trained people to provide the essential services.¹

In order to secure the trained staff needed the Department has granted educational leave with an agency stipend since the beginning of the Child Welfare program in 1937. Although the number of workers granted leave prior to 1947 has been small, educational leave with a stipend has had a continuous part in the development of child welfare services.

The Tennessee educational leave program has been focused on training the child welfare staff. The agency only recently began granting educational leave for

¹Bessie E. Trout, loc. cit.

professional study to persons for administrative positions. However, many staff members now in administrative positions came into these positions from the training they received through the child welfare program.

Number of Grants

As shown in Table I the bulk of the educational leave grants have been made in the last four academic years. Fifty-three of the grants were made in the academic years 1937-38 through 1946-47. Between the years 1947-48 through 1950-51, 100 training grants were made. These 153 grants were made to 123 different people, so that approximately 25 persons received two or more grants at different times. All of these grants were financed through Child-Welfare Services funds except those for seven persons who in 1950-51 were sent with state administrative funds. It must be kept in mind that 27 employees whose employment terminated prior to 1947 are not included in this study.

There were 35 employees enrolled in an approved school of social work for the year 1951-52. This does not include one home economist and one psychologist who are receiving specialized training in their respective fields under the educational leave program, and does not include two other workers on educational leave without pay. Both had been approved for an agency stipend but they decided

TABLE I

DISTRIBUTION OF 153 DPW EDUCATIONAL LEAVE GRANTS
BY YEAR^a

School Year	Total Grants
Total	153
1937-38	7
1938-39	5
1939-40	1
1940-41	1
1941-42	7
1942-43	11
1943-44	1
1944-45	8
1945-46	7
1946-47	5
1947-48	13
1948-49	14
1949-50	34
1950-51	39

^aOne Hundred and fifty-three leave grants were made to one hundred and twenty-three people. Twenty-five employees received more than one grant.

against signing the agreement which would bind them to accept employment anywhere in the state and to work for at least one year.

Amount of Training

In the early years of the educational leave program in Tennessee, workers were given leave for only one quarter or one semester. It was felt that the available funds should be used to give as many employees as possible at least one quarter of professional training. Sometimes these workers would finance another quarter on their own. However, it was difficult to make replacements for these short periods. Workers who had had only one quarter's training did not seem to have as great a contribution to make to the agency on their return. Later the Children's Bureau encouraged agencies concerned about funds to think in terms of sending a smaller number of persons to school for a longer period. Since 1946 Tennessee has followed the policy of one basic year of professional training as a minimum for workers who have had no previous training. Leaves for shorter periods were granted to workers in order to complete their first or second year's study.

In Table II the amount of training received is the total amount received with a stipend and does not necessarily mean consecutive training. It does not include

TABLE II

AMOUNT OF TRAINING RECEIVED BY 123 DPW EDUCATIONAL
LEAVE STIPEND RECIPIENTS BY EMPLOYMENT STATUS^a

Amount of Training	Total Recipients	Presently Employed	No Longer Employed
Total	123	86	37
1 Quarter	13	3	10 ^b
1 Semester	5	3	2
2 Quarters	8	3	5
1 Year ^c	80	64	16
1 Year 1 Quarter	6	4	2
1 Year 2 Quarters	1	1	-
2 Years	9	7	2
Unknown	1	1	-

^aEmployment status shown as of January 1952.

^bIncludes one granted leave for two months.

^cAcademic "year" - 3 quarters or 2 semesters.

training workers secured with their own funds. These data seem to add support to the soundness in the policy of granting the basic one year of professional training as a minimum. Out of 26 workers who were granted two quarters or less, 17 were no longer employed, or only nine of the 26 were still employed as of January 1952. Out of 96 workers receiving from one to two academic years of training 76 were still employed. However, the policy of granting the basic one year as a minimum is comparatively new and many of these workers have not been with the Department long enough to determine whether or not they will remain more permanently. There was only one out of the 123 workers included in this study who was granted two consecutive years of training.

Age

It has been pointed out that in selecting workers for professional study less importance was attributed to age alone than to their potentialities for competence. While age in itself is not a basis for refusing an application to the school, many schools adhere to the practice of discouraging persons under 21 or over 40 who have not had some previous training or social work experience. However, the University of Tennessee School of Social Work does not regard age in itself as a barrier to graduate training. The agency should be clear as to the reason an older person

wishes to enter a new field, which would be different from wishing to complete professional training after working a number of years. Frequently the older person who has held a position for many years, may find a student role very difficult.

Some older employees with several years of satisfactory service were granted leave to complete professional training, but had difficulty in adjusting to the role of a student after many years away from studying. Out of the nine workers shown in Table II who were granted two years training only one was over 40 at the time leave was granted for the second year of study. All were 28 or over when leave was granted to complete their study.

The trend seems to be toward sending the younger workers to school. Out of the 33 recipients in Table III in the 21-25 age group at the time leave was granted, 29 of them attended school within the last three academic years. No one 25 or under had been in school on educational leave prior to the school year 1944-45. Table III shows that out of 123 workers, 82 were age 35 and under when leave was granted. Twenty-nine were between the ages of 36 and 58. Ages of twelve employees were unknown. The younger workers tend to leave sooner. Thirty of the 37 who were no longer employed were age 35 or under at the time of the educational leave. Twenty-six of these fell within the 21 through 30

TABLE III

AGE OF 123 RECIPIENTS AT THE TIME DPW EDUCATIONAL
LEAVE STIPEND FIRST GRANTED BY SEX AND
EMPLOYMENT STATUS^a

Age	Total Recipients	Presently Male	Employed Female	No Longer Male	Employed Female
Total	123	12	74	8	29
21-25	33	3	17	3	10
26-30	32	2	17	3	10
31-35	17	3	10	1	3
36-40	16	3	9	1	3
41-45	7	-	6	-	1
46-50	2	-	2	-	-
51-58	4	-	4	-	-
Unknown	12	1	9	-	2

^aEmployment status shown as of January 1952.

age group. This corresponds to the study made by Greene on staff turnover among the non-clerical staff of the Tennessee Department of Public Welfare. He found that of all employees leaving the agency during 1946-1950, 48.6 per cent were in the age group 20 through 29.²

Length of Employment and Reasons for Leaving

Table IV reveals that there were 59 workers granted leave who had less than 12 months employment with the Department at the time leave was first granted. Twenty-six of these workers are no longer employed. This represents 70.2 per cent of the 37 workers who left the Department or 21.1 per cent of the total recipients. Nine (24.3 per cent) of those no longer employed had no previous employment with the Department. This seems to indicate the need of a work experience with the Department before granting leave.

Of the 37 workers no longer employed, as indicated in Table V, six did not return to the agency following their leave. The reasons given for failure of these six to return following leave were: dissatisfaction with position offered

²Conrad D. Greene, Job Turnover Among the Non-Clerical Staffs in the Local and Regional Offices of the Tennessee Department of Public Welfare, 1946-1950 (Unpublished Masters Thesis: The Nashville School of Social Work, 1951), p. 16.

TABLE IV

LENGTH OF EMPLOYMENT WITH DPW AT THE TIME EDUCATIONAL
LEAVE WAS FIRST GRANTED BY EMPLOYMENT STATUS^a

Length of Employment	Total Recipients	Presently Employed	No Longer Employed
Total	123	86	37
Not previously employed	21	12	9
Less than 1 month	1	-	1
1 month but less than 3	7	5	2
3 months but less than 6	11	6	5
6 months but less than 9	8	5	3
9 months but less than 12	11	5	6
1 year but less than 2	21	18	3
2 years but less than 3	10	6	4
3 years but less than 4	9	7	2
4 years but less than 5	6	6	-
5 years but less than 6	5	3	2
6 years but less than 8	3	3	-
8 years but less than 10	5	5	-
Unknown	5	5	-

^aEmployment status shown as of January 1952.

after leave; leaving school due to pregnancy; unsatisfactory work in school; and illness in the family. Three of these persons repaid the Department for their leave stipends and negotiations were undertaken for one other repayment.

Twenty-six of the 37 no longer employed worked for the Department less than three years following the last educational leave granted them. All eight of the males leaving the agency terminated with less than three years employment after last leave granted.

It is interesting to note that no male was granted educational leave prior to the academic year 1947-48. In the school years 1947-48 through 1950-51 a total of 20 men have been granted leave with an agency stipend. Eight of these are not now employed by the Department. Six of these eight were non-residents of Tennessee and four had no previous employment with the agency. Two were trainees for three months, one four months and one six months. The amount of leave granted was also very irregular, beginning at two months and ending in two full years of professional training. Only one was given a stipend for two months which was granted to complete a year's professional training started with other funds. Of the 12 men still employed only three were non-residents. Only one had had no previous employment with the Department and all except one were granted one year of training. These 12 men at the time of the study were in

TABLE V

LENGTH OF EMPLOYMENT OF 37 DPW STIPEND RECIPIENTS
AFTER LAST EDUCATIONAL LEAVE GRANTED WHOSE
EMPLOYMENT HAS BEEN TERMINATED BY SEX

Length of Employment	Total Recipients	Male	Female
Total	37	8	29
Did not return	6	3	3
Less than 6 mos.	1	1	-
6 mos. but less than 9	3	1	2
9 mos. but less than 12	2	-	2
1 year but less than 2	7	2	5
2 years but less than 3	7	1	6
3 years but less than 4	3	-	3
4 years but less than 5	2	-	2
5 years but less than 6	4	-	4
Other ^a	2	-	2

^aIncludes one employed 12 years, 3 months
and one employed 8 years, 7 months.

positions of Regional Director, County Director, Appeals Examiner, and Child Welfare Worker.

The main reason workers who have received professional training leave the Department is for other employment. Leaving for other employment constituted 37.8 per cent of those leaving. Greene found that over one-third of the total persons with graduate training who separated from the agency left for other employment. The child welfare worker group had a higher rate (46 per cent) or almost one half left to secure other employment.³ This seems to be particularly true of the younger workers and of the married men who have family responsibilities. As pointed out by a study of social agencies of Greater Cleveland, leaving for other employment usually means going to the other agency at a higher salary.⁴

The reasons listed in Table VI are generally the ones stated by the worker when he resigned. In cases where the resignation form did not indicate the reason for termination of employment, the reason was inferred from correspondence in the personnel file of the individual concerned. The reason stated may not have always been the real reason.

³Ibid., pp. 17-18.

⁴Ludwig A. Graner, "Skilled Staff Turnover In a Private Agency," Proceedings of the National Conference of Social Work for 1948 (New York: Columbia University Press, 1949, pp. 456-464.

TABLE VI

REASON FOR SEPARATION OF 37 DPW EDUCATIONAL LEAVE STIPEND
RECIPIENTS BY YEARS EMPLOYMENT TERMINATED

Reason	Total					
	All Years	1939-42	1943-46	1947-48	1949-50	1951
Total	37	3	5	2	8	19
Other Employment	14	1	4	1	1	7
Health	5	-	-	-	-	5
Unsatisfactory Service	4 ^a	-	-	1	3	-
Marriage	3	1	-	-	1	1
Pregnancy	3	-	-	-	-	3
Moved Out of State	3	1	-	-	-	2
Military Leave	2	-	-	-	2	-
Other ^b	3	-	1	-	1	1

^aTwo did not return to the agency after scholastic difficulties.

^bIncludes one each for return to housekeeping, return to school, and deceased.

For example, some of the workers giving "other employment" as the reason may have wanted to stay with the Department but sought other employment because of dissatisfaction with some policy or supervisor. However, some employees, stated "other employment at a higher salary."

Of the 86 workers still employed 10 had left the Department at one time or another. Seven out of the 10 had left for other employment and were later rehired by the Department.

Positions

Of those receiving educational leave grants as reflected in Table VII about 57 per cent of them were Welfare Workers or Child Welfare Trainees at the time leave was first granted. Over 14 per cent had no previous employment with the Department and 14 per cent were County Directors at the time leave was granted. Almost 50 per cent of the total were in Child Welfare Worker positions at the time of the study or when employment was terminated for those no longer with the Department. Over 10 per cent had become County Directors and eight per cent were Regional Directors. Almost five per cent did not return to the Agency following leave. Individuals who were Welfare Workers or Child Welfare Trainees at the time leave was granted had been promoted into almost every position

TABLE VII

POSITIONS OF 123 DPW STIPEND RECIPIENTS BEFORE
AND AFTER EDUCATIONAL LEAVE GRANTED

Position After Leave ^a		Position When Leave First Granted													
		No Prior Employment	Child Welfare Trainee	Child Welfare Worker	Welfare Worker Trainee	Welfare Worker	Senior Welfare Worker	Case Supervisor	County Director	Regional Director	Appeals Examiner	Case Correspondent	Administrative	Unknown	
Total	123	18	33	1	2	35	4	2	18	1	1	2	1	5	
Did not return	6	3	1			2									
Child Wel.Trainee	1				1										
Child Wel.Worker	61	8	30		1	17	1		3		1				
Sr.Child Wel.Wkr.	3	2	1												
Welfare Worker	2	1							1						
Sr.Welfare Worker	2					1			1						
Case Supervisor	5					3	1					1			
County Director	13	2	1			3	1		6						
Regional Director	10			1		2	1	1	5						
Child Wel.Consult.	5	1				3						1			
Appeals Examiner	2	1				1									
Administrative	8					3		1	2	1			1		
Unknown	5													5	

^aPosition held as of January 1952 or at the time employment was terminated.

^bPositions in the State Office.

represented in Table VII. Seventeen of the 61 Child Welfare Workers, and 7 of the 8 employees in administrative positions, as shown in Table VII, had terminated employment at the time of this study.

Marital Status

Of the female training grant recipients still employed 43 were single, 29 married and two divorced. Among the females that were no longer employed 13 were single, 14 married, one divorced and one separated. Nine of the males employed at the time of this study were married and three were single. There were seven married and only one not married among the males who resigned. Of the eight males not with the Department, four were Child Welfare Workers, one was an Appeals Examiner, and three did not return following leave.

School Attended

Fourteen accredited schools of social work were represented in the 153 grants to 123 different individuals as indicated in Table VIII. The Nashville School of Social Work⁵; the University of Chicago, School of Social Service

⁵Now the University of Tennessee School of Social Work.

TABLE VIII

DISTRIBUTION OF 153 DPW EDUCATIONAL LEAVE GRANTS
BY SCHOOL ATTENDED

School Attended	Total Grants
Total	153
Nashville School of Social Work	80
University of Chicago	25
Tulane University	19
Louisiana State University	5
New York School of Social Work	4
College of William and Mary	3
Washington University	3
University of Florida	2
Atlanta University	2
Other ^a	5
Unknown	5

^aIncludes one each for Indiana University, Ohio State University, Smith College School for Social Work, Western Reserve University, University of North Carolina.

Administration: and Tulane University School of Social Work; accounted for 124 of these grants.

Only three Negroes had been recipients of training grants. Two attended Atlanta University and one went to the University of Chicago. There were five Negroes attending a school of social work on an agency stipend for the year 1951-52.

CHAPTER IV

CONCLUSIONS

The administration of Public Assistance and child welfare services requires considerable skill, knowledge, and understanding. Public welfare agencies recognized from the beginning the need for trained personnel. Now and in the future it will be difficult to hire sufficient trained social workers without the stimulation of a program such as educational leave. Social work as a profession is young and the schools of social work are not producing enough trained persons to take care of replacements due to death, marriage, etc., and at the same time increase the number of trained persons available.

The educational leave program has been used by most states to develop a core of trained workers. It is an expensive program, not only in the amount of money spent on stipends for students, but in the amount of administrative time consumed and is one that needs careful evaluation. An attempt has been made in this study to evaluate what has been the result of training in terms of age, previous experience, previous employment, and the utilization of trained personnel in the Agency.

As shown in the findings of this study very few leave grants were made prior to 1947. The earlier grants were

made for only one quarter or one semester of training. The data seem to add support to the Department's current policy of granting the basic academic year of training as a minimum. A large percentage of the leave recipients still with the Department received one or more years of training, while almost half of those who terminated employment received less than one year of training.

Only one person received two consecutive years of training. Nine were granted two years not consecutively and others completed the second year of study with their own funds.

No one 25, or under, had been in school on educational leave prior to the academic year 1944-45. The trend, as reflected in the data, seems to be toward sending the younger workers on educational leave. This is probably due in part to the fact that the younger employees are better equipped academically to be admitted to schools of social work for graduate study. Another reason is that recruiting tends to emphasize recent college graduates.

The younger workers seem to leave the agency sooner, and they usually leave for other employment at a higher salary. Married men with family responsibilities particularly tend to leave for this reason. The majority of employees with professional training who resigned, left to accept other employment.

It seems that the value of a work experience with the Department before granting educational leave is reflected in the findings of this study. Of the 37 employees no longer with the Agency the majority of them (26) had worked less than 12 months before going on educational leave and over half of them left after less than two years employment following the training period.

Welfare Workers and Child Welfare Worker Trainees constituted the major group of those granted educational leave. Over half of the stipend recipients were still Child Welfare Workers at the time of the study or when employment was terminated for those no longer with the Agency. The balance of the employees were promoted into administrative and supervisory positions, such as: County Director, Regional Director, Case Supervisor, Child Welfare Consultant, and State Office positions.

As there were so few male or Negro employees granted leave no trends could be traced in these groups. No men were granted educational leave prior to the school year 1947-48 and only three Negroes had received grants by the end of the academic year 1950-51.

The rate of turnover for individuals with professional training seems to be approximately the same as for non-clerical employees without graduate training. Even though these rates are comparable (approximately 40 per cent) it is one that merits study and might indicate that

the number of resignations among trained personnel is no greater than would have been expected regardless of training. In that sense the educational leave program has been worth while and has not been abused. The problem is not one of professional training itself but seems to be one of adequate salary to retain staff in whom the state has an investment whether they are trained on the job or in a school of social work.

Tennessee along with three other states accounted for about half of the total national increase in the number of professional child welfare employees between 1949 and 1950.¹ At the time of this study about 35 of Tennessee's 95 counties had a full time Child Welfare Worker with at least one year of graduate training. There were approximately 50 Child Welfare Workers in all.

Among the 19 states with at least 50 Child Welfare caseworkers, as of June 1950, Tennessee had the lowest median number of children per service load, but was thirteenth in the median salary paid its workers.²

It was oftentimes difficult to determine the real reason why the individual left the Department. The form

¹ Personnel in Public Child Welfare Programs, Children's Bureau, Statistical Series Number 7, Federal Security Agency, Social Security Administration, Children's Bureau (mimeographed) 1950.

² Ibid., p. 6.

in the personnel record filled out by all employees when resigning did not always give a reason for resigning. In some cases it seemed apparent that there were other reasons in addition to the one given or the reason given did not seem to be the real one.

A recommendation that the Department may wish to consider is that a terminal interview be given all employees leaving in order to determine and evaluate the real reason for leaving. This interview could determine whether other reasons exist and whether anything could be done about them in order to keep that employee and possibly prevent others from resigning for the same reason. The immediate supervisor of the resigning employee or another designated person could conduct the interview and report to the Personnel Officer. In this way the Department would be in a better position to evaluate its personnel practices, policies, and procedures; and in individual cases, where it is indicated, take remedial action to prevent a resignation.

In summary, in all probability only through such an educational leave program could the state have been able to develop as extensive a child welfare program as it has. While the cost is significant the services to dependent and neglected children is of a future value to the state that is beyond measurement in dollars. While the resignation rate among the younger workers is fairly high, for those who do

remain there is the possibility and probability of many years of service with their skills and capacity tremendously increased as a result of professional graduate training.

If and when salaries can be increased to the point where the Department of Public Welfare can compete with private agencies then resignations could be expected to be at least partially balanced by recruitment from other agencies. This would tend to give the status and dignity to public welfare positions which they should have.

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APPENDIX

APPENDIX A

FEDERAL SECURITY AGENCY
Social Security Administration
Children's Bureau

April 1948

GUIDE FOR EDUCATIONAL LEAVE POLICIES

Recommended to States for Use of Federal Funds for
Educational Leave Grants to Employees in Public
Welfare Agencies Providing Services to Children
Under Title V, Part 3, of the Social Security Act,
as amended

Agency Needs Underlying Educational Leave Grants

One of the most effective methods for strengthening child-welfare services has been through provisions for grants to staff members of agencies for educational leave for professional study. Some of the needs underlying agency provisions for educational leave grants include:

1. The need for expansion of agency services: Less than one-fifth of the counties, at present, have full time personnel equipped to provide services to children. Because of the lack of competent personnel a large proportion of the States are unable to extend these services.
2. The need for meeting staff shortages: In order to meet the general shortage of professionally competent workers, many States have found it necessary to employ some personnel without essential qualifications for beginning positions, but

who are eligible for admission to schools of social work. The agency then makes provision for their professional education after employment by granting educational leave.

3. The need for staff with full professional education: Experience of agencies has increasingly pointed to the need for staff with full professional education, particularly in supervisory positions. This has increased the total need for educational grants to include provisions for a second year of professional study.

With the development by the States of programs for staff development, of which educational leave is a part, educational leave is not an episode which stands by itself.

Through a staff development program the agency assumes responsibility for providing opportunities for the continuous development of all staff members. Educational leave, therefore, becomes a part of a sequence of learning experiences. For a beginning worker, such a sequence usually includes careful selection of the worker based on definite criteria; a period of orientation to social work and agency services which serves as preparation for the school experience; educational leave for a minimum period of a school year; and, on the worker's return to the agency, qualified supervision together with the use of other methods of staff development such as planned group discussions.

Standards Recommended to the States

Practices governing the granting of educational leave have changed gradually with the accumulated experience of States and general progress in the field of social services and in social work education.

In order to secure the best possible guidance in revising its standards on educational leave, the Children's Bureau, during the past year, appointed a committee to examine and advise on sound educational leave practices. This committee was set up under the Special Committee on Personnel and Training, which serves both the Children's Bureau and the Bureau of Public Assistance. It included representation from State welfare agencies and schools of social work in addition to representation from the Bureau of Public Assistance and the Children's Bureau.

On the basis of the Committee's conclusions and the experience of individual States, the Children's Bureau recommends the following standards as a guide to States in the use of Federal funds under Title V, Part 3, of the Social Security Act, as amended.

1. Educational leave with an agency stipend is provided for the purpose of improving State and local agency services to children and should, therefore, be made available to selected staff members in all professional positions carrying some responsibility in the child-welfare program.

2. Considerations in selecting staff members for educational grants should include:

- a. The responsibility for the process of selection of persons for educational grants should be delegated to one person on the agency staff. This assumes cooperation with appropriate staff members and with agency advisory committees on educational leave practices.
- b. Information should be given to all staff members on the availability of educational leave with stipend.
- c. Reliable criteria should be used in evaluating the ability and personal qualifications necessary for satisfactory agency service and for professional growth. The understanding and acceptance by the worker of the conditions under which educational leave is granted is considered as a part of the process of selection.
- d. The proportion of workers selected from one kind of position should be related to the total range of positions and to total agency services. For example, grants to workers-in-training for beginning positions should be related to grants to supervisory staff

who may need to complete their professional education.

- e. Educational leave grants for services to children may be made available to agency staff carrying functions directly related to services to children, such as the county director, the county case-work supervisor or general field staff. Grants may also include staff members giving special services to the child welfare program such as the statistician or psychologist. In such instances, consideration should be given to the total needs of personnel in the child welfare program and to the availability of other sources of funds for educational leave grants in these positions.
- f. The timeliness of professional study for individual workers, in terms of their interest, and stage of development should be considered in granting educational leave. For example, the beginning worker may need study before patterns of work and attitudes become set.
- g. In exceptional cases, educational leave for study in a school of social work may be granted to some staff members who have not

completed their undergraduate work. Such workers should be selected from the staff of experienced workers rather than from the beginning worker group.

3. The educational leave grant may provide money for any part or for full cost of professional education. Full cost includes:
 - a. maintenance of the worker while attending school;
 - b. tuition;
 - c. travel to and from the school attended.
4. The total agency grant, whether in form of salary or stipend, should be paid directly to the worker.
5. A minimum of a school year should be allowed for beginning workers. Consideration should be given to the educational sequence in the school, and to the time of year at which the student is admitted, as to whether the period allows for 9 or 12 months of study. For staff members who have already had some professional education, when possible sufficient time should be granted to permit completion of professional training. Grants for refresher courses should be made available when pertinent to the program of the agency.

6. Educational grants are made available for attendance at accredited schools in order to assure that the worker (a) will have a qualifying and comprehensive professional experience; and (b) will have recognized status in the profession of social work and acceptance under merit system requirements. The American Association of Schools of Social Work is the accrediting association for the professional field of social work.
7. Freedom in choice of schools should be given to the worker. The value of having staff members in the agency representing different professional schools both enriches and broadens the contribution of the staff to the agency program.
8. The conditions under which educational leave is granted should be clearly understood between the worker and the agency. They should include the worker's status and placement in the agency on return from the school, the length of time the worker will remain with the agency, and the continuance of benefits and privileges under the merit system during absence from the agency for study.

9. Provisions for continuance of services to a caseload carried by a worker should be given consideration in granting leave.
10. Educational leave grants may be provided for workers securing professional education under work-study arrangements, when the latter represent a full-time school program of classroom and field work arranged by the School of Social Work and under the same kind of supervision from the School as that of any field work placement.

APPENDIX B

TENNESSEE DEPARTMENT OF PUBLIC WELFARE PROFESSIONAL TRAINING EDUCATIONAL LEAVE PLAN 1950-51

Planning for the professional education of staff members who are without full professional preparation is a part of the Department's program for staff development. Because of the present shortage of professionally trained personnel and the number of unfilled positions in the Department requiring one or more years of professional training, the provision for educational leave for study at schools of social work is essential.

Definition: Educational leave is leave granted in accordance with the purpose of improving agency services through developing more competent personnel for the proper and efficient administration of public assistance. This leave is granted to employees having probationary or permanent status under the merit system and who are employed in the following positions: Welfare Trainee, Welfare Worker, Senior Welfare Worker, Case Supervisor, County Directors I, II, III, IV, rural Regional Directors, and technical consultants.

Period of Leave: This leave for professional study shall be granted for one full academic year of study in a graduate school of social work accredited by the American Association of Schools of Social Work. Exceptions to this

shall be instances in which a less amount is needed to complete a full year or two full years. It is anticipated that in most instances a second year of study will be granted only after a period of employment in the Department; however, if it is to the advantage of the Department, a second successive year may be granted.

Choice of Schools: The school chosen for graduate study by any individual must offer work in line with the individual's specialized field in the Department and must be accredited by the appropriate accrediting association. For any school of social work, this association shall be the American Association of Schools of Social Work.

Field of Study: All employees shall include in the first year of professional training courses in the basic first year curriculum including field work. Due to the integrated nature of the program of the Department experienced staff who are securing a second year of professional training shall include specialized field work in line with the current needs of the Department.

Amount of Payment: The amount of the stipend shall be determined by the Committee on Professional Training with the approval of the Commissioner and shall be related to the cost of education and revised annually, if necessary, to keep it in line with tuition, incidental school expenses and maintenance. The Department shall pay to persons

selected for educational leave a monthly stipend to begin on the first day of registration and extend one seven-day-week beyond the last official day of the school term.

The Committee on Professional Training: shall be composed of the In-Service Training Officer as Chairman, the Supervisor of Child Welfare, alternate chairman, Director of Field Service, and Supervisor of Personnel, and one member of the field staff. All of its actions are subject to the approval of the Commissioner.

Functions of the Committee shall be to:

1. Develop policies on educational leave;
2. Approve, and reject applications;
3. Determine the amount of the stipend to be paid;
4. Recommend to the Commissioner the amount to be budgeted annually for educational leave stipends;
5. Determine the number of persons to be granted leave;
6. Encourage promising people to seek professional training to enable them to move toward positions of greater responsibility.

Factors in Selection of Workers for Professional

Study: The Committee on Professional Training shall consider the following factors in making its selection:

1. Preference shall be given in the light of Departmental needs to individuals with successful work experience in the Department who have bachelors degrees.

2. In determining who shall be approved for tuition and maintenance grants, the Committee shall consider the employed individual's service ratings, academic records, other written evaluations, a demonstrated interest in improving his day-by-day performance, the evidences of growth on the job and such personal characteristics as emotional maturity, respect for the individual, responsiveness, good general intelligence, good health, capacity for sustained responsibility and for constructive relationships, ability to adjust to changing situations or analytical and reasoning ability, leadership ability, and sense of humor.

3. Leave shall be granted only when satisfactory plans for carrying on the work of the position from which the employee is on leave can be made. Any interest in educational leave should be made known immediately to the employee's supervisor and the In-Service Training Officer.

4. Tuition and Maintenance grants may be given to individuals who have a bachelor's degree and who have probationary status under the merit system.

5. The interest of the individual in remaining with the Department for longer than one year after the year of professional training.

6. Age: While age in itself is not a basis for refusing a grant, applications from individuals under twenty-one or over forty shall be carefully evaluated. It is

important that the Department be clear as to the reason an older person who has had no experience in social work wishes to enter a new field.

7. A substantial work experience with the Department shall be required between the first and second educational stipends given to any one individual except as it may be to the advantage of the Department to waive this work experience.

8. Because there are some staff members who do not meet the requirements for admission to a school of social work because of age or because they have not completed undergraduate work, a limited number of such employees, if they have demonstrated special ability for agency service, may be considered for admission to schools as "special students." The Committee shall exercise careful selection of such workers for educational leave based on length of service and its effectiveness to the Department in addition to other qualities listed under Item 2 in this section.

Application Procedures: Applications for professional training shall be made to the In-Service Training Officer at least six months in advance of the date the applicant wishes to enter school. (Most schools of social work require applications from four to six months in advance of date of entrance).

The Application letter shall include name, permanent address, present employment, birth date, date of

under-graduate degree, college or university attended, employment record and dates of employment since leaving college, statement of ability to meet agreement (see below conditions for educational leave), choice of school of social work and his reason for preference regarding assignment after returning from school. In addition the letter shall include a statement from the worker regarding his interest in professional training and what he hopes to gain from it.

The immediate supervisor of the applicant shall forward simultaneously to the In-Service Training Officer an evaluation of the worker, including the characteristics mentioned in item 2 under "Factors in Selection of Workers for Professional Study." This evaluation shall also include the worker's attitudes and abilities as reflected in action, including such points as: Does he cover his caseload in a responsible fashion? Does he plan his work well? Can he relate himself to people? Has he given leadership? How does he participate in groups? How does he show imagination and initiative? Is he interested in the broader aspects of social work? Does he have the capacities to profit by professional training?

If the applicant is a Welfare Worker or Trainee, a copy of the supervisor's letter shall go to the regional director who then will review the letter and give to the

In-Service Training Officer any additional information she may have regarding the worker's performance on the job.

Applicants who have not had a work experience with the Department shall be interviewed by the In-Service Training Officer or some member of the Committee on Professional Training. He also shall submit his college record for review.

The Committee on Professional Training shall make decisions on all applications for professional training after evaluating all the above mentioned information together with materials contained in the individual's personnel folder. The applicants shall be notified of the Committee's decision by the In-Service Training Officer.

Conditions of Educational Leave: The In-Service Training Officer shall review with the employee at the time he is approved for educational leave the conditions of educational leave. The In-Service Training Officer shall also make known to him and secure in writing his agreement to the conditions set out below:

1. Educational leave can be granted only if the employee agrees to return to his position or one of comparable responsibility in the Department for a period of at least twelve months. If this agreement is not fulfilled due to conditions resulting from the choice of the employee, he is responsible for the repayment of the educational

grant. On the other hand, if the agreement is not carried out through choice of the Department, illness of the worker, or other situations for which the worker is not personally responsible, repayment will not be necessary. Decision on repayment shall be made by the Committee on Professional Education.

In the event of failure in school the employee has a right to return to the position from which he is on leave. Continued service shall be determined according to the Department's regular personnel procedures.

2. The employee while on educational leave retains his Civil Service status. He does not necessarily return to the same position, but he shall return to one of comparable responsibility and pay according to the best interest of the Department.

3. While on educational leave the employee does not earn annual, nor sick leave nor credit toward retirement. Any accrued leave not used before taking educational leave may be carried over until the worker returns to his job.

When the applicant has been approved for educational leave and the dates of leave determined, he shall submit through the usual channels Forms P-13 requesting educational leave beginning on the first day of registration and extending through one calendar week beyond the last official day of the school term for which his stipend was approved. An

additional copy of this P-13 shall be routed to the In-Service Training Officer. As soon as the employee knows what his address is to be, while he is in school, this address shall be sent to the In-Service Training Officer.

Reports by the Agency and the School: The In-Service Training Officer shall be responsible for making reports to and securing reports from the schools regarding the progress of students. The students shall be advised that reports are requested from the school and become a part of his permanent record with the Department. The report to the school shall give an understanding of why the employee wants to go to school, his attitude toward opportunities for study, the evaluation of his work experience and any special needs in line with his future assignment.

The In-Service Training Officer shall be responsible for securing a report on the progress of the student at the end of the first quarter or semester and at the end of the school experience.

APPENDIX C

TENNESSEE DEPARTMENT OF PUBLIC WELFARE EDUCATIONAL LEAVE AGREEMENT UNDER TUITION AND MAINTENANCE GRANT PLAN

It is hereby agreed that upon my selection and acceptance of a tuition and maintenance grant in the amount of \$150.00 per month if attending the University of Tennessee School of Social Work and \$170.00 otherwise, I will

1. Remain in school for the full school year or such number of months as agreed upon between the Committee on Professional Training and myself.
 - a. In the event I do not comply with my agreement to remain in school for the full school year I promise to repay the total amount of the grant received in either a lump sum or in regular monthly installments.
 - b. I also understand that no exception can be made regarding repayment without the approval of the Committee on Professional Training and the Commissioner.
2. Accept employment in the Department for a minimum period of one year.
 - a. If I resign before the year is completed, I promise repayment of the grant to be proportionate to the number of months worked.
3. Be available for assignment anywhere in the State.

Signed _____

Date _____

APPENDIX D

SCHEDULE

Name _____ Birthdate _____

Sex: Male _____ Female _____

Race: White _____ Negro _____ Other _____

Marital Status: M _____ S _____ Div. _____ Other _____

Dates Leave Granted Stipend Residence School Social Wk.
Attended Deg. - Hours

Date Employment Terminated _____

Date Employed _____

Positions Held:

Date _____
Date _____
Date _____

Reason for Leaving the Agency:

Resigned

1. Another job
2. Health reasons
3. Marriage
4. Return to Housekeeping
5. Pregnancy
6. Other _____

Dismissed

1. Unsatisfactory service
2. For good of service
3. Other _____

Deceased _____
(Date)

Retired _____
(Date)