

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

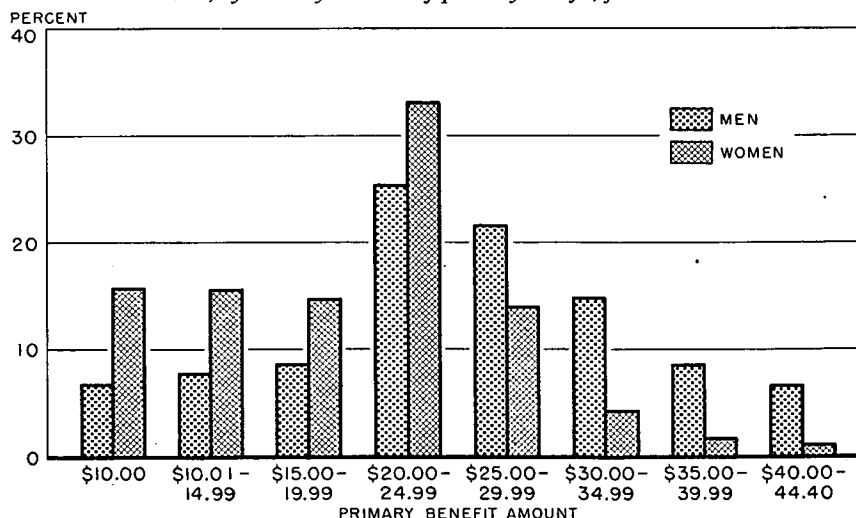
The vacancy rate for executive and social work positions has always been higher than for "other" positions, though the turn-over rate is lower. This difference in the rates indicates the greater difficulty of filling vacancies of this type.

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



Primary benefit amount	Percent-age distribution of primary benefits
Total, number.....	874, 724
Total, percent.....	100. 0
\$10.00.....	7. 9
10.01-14.99.....	8. 8
15.00-19.99.....	9. 4
20.00-24.99.....	26. 4
25.00-29.99.....	20. 6
30.00-34.99.....	13. 4
35.00-39.99.....	7. 6
40.00-44.40.....	5. 9

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For benefit amounts of less than \$25, there were appreciably higher proportions of women than of men in each interval (chart 1). For benefits of \$25 or more, there were relatively more men in each interval. More than half the men but only a little more than a fifth of the women were receiving benefits of \$25 or more.

At the upper and lower intervals the difference between the distribution for men and that for women was greater at the end of 1947 than in previous years. The relative number of men with benefits of less than \$15 decreased from 15.9 percent at the end of 1944 to 14.4 percent at the end of 1947, while the percentage for women increased from 30.6 to 31.3. The percentage of men receiving benefits of \$35 or more increased from 10.5 to 15.2 during the same period. The corresponding increase for women was from 1.8 percent to 2.6 percent.

A systematic review of hearing decisions by a State agency may thus result in a new understanding of underlying problems that had not been recognized before and that now exert a continuing pressure for improvement on those responsible for drafting laws, rules, and procedures. By codifying their hearing decisions and keeping past decisions constantly in mind, so that they can be related to current hearing decisions, some State agencies make maximum use of this opportunity to review their policy and practice from the vantage point of cumulative experience. To consider each hearing only as it relates to the individual situation is to lose the ad-

vantage that can be gained for improvement of program administration.

The Social Security Administration is utilizing hearing decisions in various ways in its work with State agencies. In January 1947, it began publication of a periodical, *Hearing Decisions in Public Assistance*. From material submitted by State agencies for publication, the *Hearing Decisions* presents transcripts of hearings, hearing decisions, briefs, digests, and court decisions, with comments by the Bureau of Public Assistance. The publication is broadly aimed at staff development, by describing various aspects of the hearing process. It shows the different methods by which decisions may be reached; the forms developed for notifying claimants of the decisions; the methods used in making hearing decisions available to State-wide staffs; the way in which the decisions, without formalized codification, by their very nature set precedents. Some issues have carried discussions of the interpretation given by the courts to legal provisions on the right to a hearing, the agency's obligation to take corrective action through hearings, and the agency's

authority to enforce its hearing decisions.

Since October 1944 the Bureau has collected and analyzed statistical information on requests for hearings and hearing decisions, which States furnished voluntarily. Gradually the number of participating States has increased, as State agencies became interested in the published reports of the Bureau's findings and began to analyze their own problems and performance in comparison with those of other reporting agencies. The report for the first half of 1948 will be the first in which all State agencies will participate on a mandatory basis.

Just as the laws of a nation are not fully understood in their implications until they have been interpreted by the courts that apply them to a specific situation, so the policies of a public assistance agency, as laid down in State law and in its written implementation by rule and regulation, cannot fully be judged as to their effect and implication until they have been tested in hearings on critical situations. The hearing is not merely an adjunct to public assistance, added as a safeguard and protection. It is the touchstone of the whole program.

Recent Publications in the Field of Social Security*

Social Security Administration

SHUDE, LOUIS O. *Present Values of OASI Benefits Awarded and in Current Payment Status, 1940-46*. Washington: Office of the Actuary, May 1948. 20 pp. Processed. (Actuarial Study No. 26.)

An actuarial appraisal of the "present value," or actuarial reserve liability, for the various types of benefits. Limited free distribution; apply to the Office of the Actuary, Social Security Administration, Washington 25, D. C.

*The inclusion of prices of publications in this list is intended as a service to the reader, but orders must be directed to publishers or booksellers and not to the Social Security Administration or the Federal Security Agency. Federal publications for which prices are listed should be ordered from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

General

BAKER, HELEN. *Management Procedures in the Determination of Industrial Relations Policies*. Princeton, N. J.: Industrial Relations Section, Princeton University, 1948. 81 pp. (Research Report Series No. 76.)

BURNS, ARTHUR F. *The Cumulation of Economic Knowledge*. New York: National Bureau of Economic Research, May 1948. 74 pp.

The Bureau's 28th Annual Report includes a discussion of recent changes in economic thought and the need for experimental research.

GREAT BRITAIN. TREASURY. *Economic Survey for 1948*. London: H. M. Stationery Office, 1948. 62 pp. (Cmd. 7344) 1 s.

Reviews the British economy at the beginning of 1948 and outlines plans