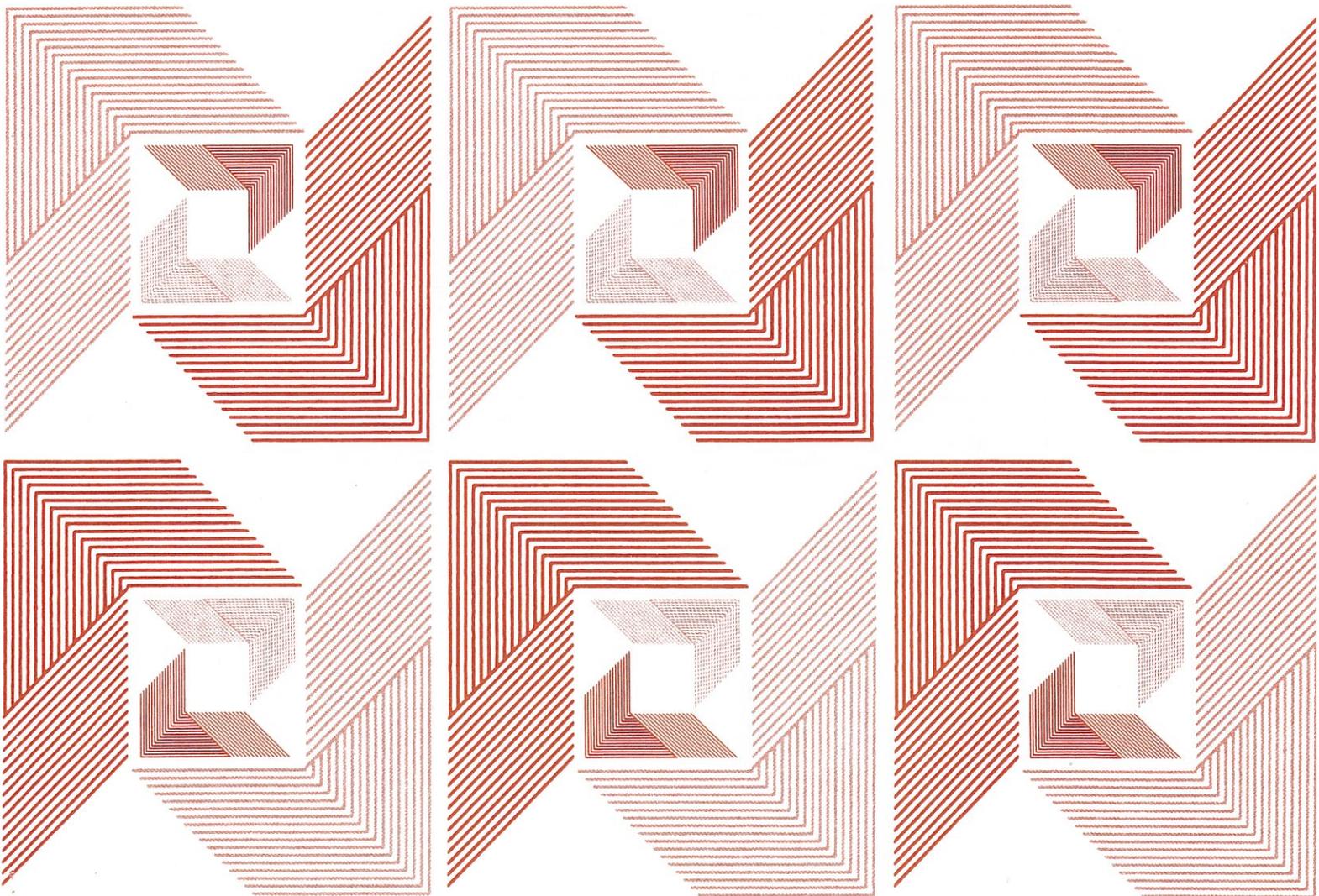


Report No. 90-12
February 1990

STUDY OF THE SOCIAL WORKER SHORTAGE AMONG STATE AGENCIES

A REPORT TO THE GOVERNOR AND THE LEGISLATURE OF THE STATE OF HAWAII



THE OFFICE OF THE LEGISLATIVE AUDITOR

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1. *Financial audits* attest to the fairness of the financial statements of agencies. They examine the adequacy of the financial records and accounting and internal controls, and they determine the legality and propriety of expenditures.
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3. *Sunset evaluations* are conducted of professional and occupational licensing programs to determine whether the programs should be terminated, continued, or modified. These evaluations are conducted in accordance with a schedule and criteria established by statute.
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OVERVIEW

STUDY OF THE SOCIAL WORKER SHORTAGE AMONG STATE AGENCIES

Honolulu, Hawaii

February 1990

Summary

The state has found it increasingly difficult to fill social worker positions. About one-third of the positions were vacant as of October 1989, with critical shortages in the departments of human services, health, and corrections. Agencies have had to rely on emergency hires to maintain

needed services. Sixteen percent of state social workers were emergency hires. Recognizing that a concerted effort is needed in recruiting and retaining social workers, the Legislature requested the auditor to look into the causes of the shortage.

FINDINGS

The shortage of social workers is exacerbated by a limited supply of graduates in social work in Hawaii and an increasing demand for social services. The state personnel system has been unable to satisfy the salary concerns of many social workers and the recruitment needs of departments. Agencies and social workers do not agree on what should be the minimum qualifications for social worker positions.

The Department of Personnel Services should inform the Legislature of the cost of repricing all professionals in bargaining unit 13. It should review implementation of shortage pay, eliminate the social worker written examination, review whether social workers should remain a benchmark class, and monitor the use of emergency hires. The department should also strengthen its resources to monitor agency implementation of delegated personnel functions.

should coordinate their efforts and develop strategies to address the shortage problem. However, the department noted that there is disagreement among departments as to the causes of some of the problems and the corrective actions to be taken.

The Judiciary and the University of Hawaii concurred in general with the recommendations. The Board of Regents and the president felt that educational requirements for social work positions should not be downgraded.

RECOMMENDATIONS

The University of Hawaii should consider giving the School of Social Work more support to meet the State's demands for social workers.

A task force of representatives from the departments of corrections, education, health, human services, and personnel services, the Judiciary, and the University of Hawaii School of Social Work should be established to monitor the shortage and explore ways to maintain social services. Among other matters, it should review the social work classification and determine whether to develop other classifications in the field of human services.

The Department of Human Services should take the lead in providing training and promotional opportunities to persons without social work degrees. All agencies should be prepared to assume a greater share of personnel functions delegated by the Department of Personnel Services. They should consider new ways of providing services and using their personnel, and they should take steps to handle stress-related problems.

The Department of Personnel Services agreed that the social worker shortage problem is complex. It had numerous comments about statements in the report and raised several concerns. A major concern was that the report seemed to focus on the state personnel system and paid inadequate attention to working conditions and workload. The department did not comment on the specific recommendations of the report. It held that the report did not contain sufficient information on recruitment results and turnover/retention and did not make clear how the recommendations address the causes of the problem.

RESPONSE

The Department of Human Services stated that the report summarized many of the pertinent issues related to the shortage and agreed with our recommendation that state agencies

**STUDY OF
THE SOCIAL WORKER SHORTAGE
AMONG STATE AGENCIES**



A Report to the Governor and the Legislature of the State of Hawaii

Submitted by

**Legislative Auditor of the State of Hawaii
Honolulu, Hawaii**

**Report No. 90-12
February 1990**

FOREWORD

This study, undertaken in response to House Concurrent Resolution No. 175, H.D. 1., examines the causes of the shortage of social workers among state agencies. State agencies have found it increasingly difficult to recruit applicants to fill social worker positions. The Legislature is concerned with finding ways to alleviate the problem and provide more effective social services to the public.

During the course of this study, many individuals and agencies provided valuable information and perspectives. We would like to recognize the cooperation and assistance of social workers, administrators, and personnel office staff of the Department of Corrections, Department of Education, Department of Health, Department of Human Services, and the Judiciary. We also appreciate the assistance of the Department of Personnel Services, University of Hawaii School of Social Work, National Association of Social Workers, Hawaii Government Employees' Association, and other private and public agencies who provided information for our study.

Newton Sue
Acting Legislative Auditor
State of Hawaii

February 1990

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Chapter 1

INTRODUCTION

This study was mandated by House Concurrent Resolution 175, H.D. 1, of the Fifteenth Legislature of the State of Hawaii. The resolution asked the auditor to study the cause of the shortage of social workers among state agencies.

House Concurrent Resolution 175, H.D. 1, specified that the study include:

- . The range of pay scales among the levels of social workers and among departments;
- . The procedures and practices for hiring social workers;
- . The causes and effects of staff burnout;
- . The causes and effects of low morale;
- . A review of social worker salaries paid by selected other states;
- . A review of social worker salaries relative to other state government job categories in Hawaii; and
- . Recommendations to alleviate the current social worker shortage and to improve working conditions.

The resolution required the auditor to examine the social worker shortages in the following agencies: the Departments of Corrections, Education, Health, Human Services, and the Judiciary. It also required the University of Hawaii School of Social Work to participate in the study and recommend ways to increase the number of social work students and graduates.

Objectives of the Study

The study had these objectives:

1. To identify the extent of the shortage of social workers among state agencies.
2. To identify the causes for and effects of the shortage, including an examination of any adverse working conditions.
3. To review the steps taken to address the causes and effects of the shortage.
4. To make recommendations on how to alleviate the shortage and improve working conditions.

Scope and Methodology

The study examined the shortage of social workers in the Departments of Corrections, Education, Health, Human Services, and the Judiciary. Information was gathered through interviews with staff and administrators of the agencies under review, the Department of Personnel Services, the University of Hawaii School of Social Work, the local and national chapters of the National Association of Social Workers, and the Hawaii Government Employees' Association. Additional information was obtained from the American Public Welfare Association, libraries, agency files, private agencies, and personnel offices in selected states. The study was conducted between June and December 1989.

As a part of the study, all state social workers (other than University of Hawaii social workers)

were surveyed in October 1989. Of the 823 questionnaires distributed, 68 percent (or 562) were returned. The results of the survey are presented throughout the report.

The study does not make recommendations for appropriate salary levels for social workers but presents the information requested by the Legislature and provides alternatives for addressing salary concerns. We reviewed salary levels for other state job categories, for social workers in selected western states, and for social workers employed by private agencies and other public employers in Hawaii.

We generally assessed the working conditions of social workers, including some of the causes and effects of burnout and low morale. We also examined the steps taken by state agencies to address the causes and effects of the shortage.

Organization of the Report

This report is organized into five chapters. Chapter 1 is this introduction. Chapter 2 provides background information. Chapter 3 contains data on the extent of the shortage of social workers. Chapter 4 provides salary information. Chapter 5 contains our assessment of the factors contributing to the shortage of social workers.

Chapter 2

BACKGROUND

This chapter describes the characteristics of state social worker positions and the activities of social workers in state agencies. It discusses relevant aspects of the state personnel system and describes the current shortage categories and national trends affecting the supply of and demand for social workers.

Social Workers in State Agencies

Social workers are employed primarily by the Departments of Corrections (DOC), Education (DOE), Health (DOH), and Human Services (DHS), as well as the Judiciary, to provide social work services to certain segments of the community.

Social work class specification. The Department of Personnel Services (DPS) develops and maintains official descriptions of the kinds and levels of work of a group of positions.¹ These descriptions are called "class specifications." The DPS class specification for the social work series describes social work as follows:

Social work is concerned with finding suitable means to help individuals and/or families to recognize and understand the nature and extent of their problems. By developing a relationship of mutual trust and understanding, a social worker, recognizing the social and environmental factors in force, can help the individual and/or family arrive at a practical solution for their psycho-socio and/or economic problems--one which will ameliorate the problem situation by utilizing available assistance and services, by referring them to other community resources and by

assisting them in understanding and modifying their own behavior patterns when necessary.²

The specification notes that the trend in social work education is toward "emphasizing a common core of social work knowledges and methods which are applicable in any setting and with any client group."³ As such, the series of classes includes positions in diverse settings, involving a variety of work assignments.

Minimum qualifications. There are seven classes within the social worker series, ranging from Social Worker I to Social Worker VII. Social Worker I is a trainee; Social Worker II is an advanced trainee or semi-professional; and Social Worker III and Social Worker IV are journeyworkers. Higher levels supervise staff, develop programs, and perform other administrative functions.

DPS permits departments to use specialty titles which allow finer distinctions to describe social worker positions. Specialty titles include probation-parole, school, child and family, medical, program and/or staff development consultant, supervisor, and administrator. These titles usually indicate the settings in which social work services are provided, the clientele being served, or the levels at which social workers are performing their duties.

All social worker positions require a baccalaureate degree from an accredited university with a minimum of 12 semester credit hours in social science courses such as psychology or sociology. Social workers may qualify for higher levels if they have appropriate experience or education. Applicants with a bachelor's degree in social work (B.S.W.) or one year of graduate

social work study automatically qualify for Social Worker II positions. Applicants with a master's degree in social work (M.S.W.) qualify for Social Worker III positions. For social worker positions in corrections welfare (certain positions in the corrections department and the Judiciary), a degree in corrections, criminal justice administration, or a related major may be substituted for a social work degree.

Applicants without social work degrees must qualify by passing written examinations. DPS and the Judiciary Personnel Office each have two qualifying examinations: one given to applicants for Social Worker I positions, the other to persons applying for levels II, III, and IV. In non-competitive actions such as promotions within a department, the second test may be waived.

Breakdown of social worker positions. Table 2.1 provides a breakdown of authorized state social worker positions (permanent and temporary) by department. More detailed breakdowns are included in Appendix A.

About one-third of the social workers are employed by the Department of Human Services. The Judiciary and the Department of Health are the second and third largest employers, respectively. Most positions are at the Social Worker III and IV levels. Only 16 percent are Social Worker V and above.

Characteristics of state social workers. Most social workers employed by the State have degrees in social work. Fifty-six percent of the social workers surveyed reported they had M.S.W.s, and another eight percent said they had B.S.W.s.

Table 2.1
Authorized Social Worker Positions
(Fiscal Biennium 1989-91)

CLASSES								
DEPARTMENT	SW I	SW II	SW III	SW IV	SW V	SW VI	SW VII	TOTAL
Education			3	41				44.0
Corrections	1	10	47	48	8			114.0
Health		1	76	165.5	25	7		274.5
Human Services	16	32	129	131	60	13	1	382.0
Judiciary	10	10	65	163	52	17	1	318.0
Total	27	53	320	548.5	145	37	2	1,132.5
Percentage	2%	5%	28%	48%	12.8%	3%	.2%	100%

Note: Totals include authorized permanent and temporary positions.

Source: Personnel offices of the Department of Corrections, Department of Education, Department of Health, Department of Human Services, and the Judiciary.

The remaining 36 percent said they had degrees in other fields. Of these, most listed bachelor's or master's degrees in the social sciences such as sociology, psychology, or counseling. Others reported having degrees in areas ranging from art history to business. Two social workers reported that they had law degrees.

Many have not been in their current positions very long. Half have worked for the same agency four years or less. Twenty-two percent reported having worked for the same state agency for only one year or less. Twenty percent came to their current positions directly from college. There is substantial movement from one agency to another. Some 31 percent came from other state agencies. Of those who came from other state agencies, more than half came to their current positions after leaving DHS.

Activities of social workers in state agencies. State social workers deal with a variety of clientele in diverse settings. The following briefly describes their activities in state agencies.

Department of Corrections. The department is responsible for the detention and rehabilitation of criminal offenders. Most social workers in the department work at correctional facilities, community correctional centers, intake service centers, and the Hawaii Paroling Authority.

Fifty-four percent of the department's social workers are assigned to four correctional facilities and five community correctional centers statewide. Among other activities, the social workers plan, develop, implement, and supervise services for the inmates, including counseling, training, furloughs, and programs for religious, recreational, and social adjustment. They also evaluate inmates and make recommendations to the Hawaii Paroling Authority.

One-fourth of the social worker positions are assigned to four intake service centers. Major functions of the intake centers include screening for admissions and release, developing pretrial bail reports for persons awaiting trial in the

circuit court, and supervising offenders placed on conditional release. The social workers at the centers also provide direct services such as crisis intervention and counseling. In addition, they perform assessments, diagnostic evaluations, and other studies for persons awaiting final adjudication in circuit court.

Most remaining social workers are assigned to the Hawaii Paroling Authority. The authority is a quasi-judicial body that is administratively attached to the department. Its primary mission is "to achieve the dual and inseparable purposes of parole, the protection of society on the one hand and the reintegration of the offender on the other."⁴ The social workers serve as parole officers, monitoring and assisting parolees.

Department of Education. Social workers in the DOE are members of multi-disciplinary teams that identify and assist special education students. The diagnostic teams may also include speech pathologists, psychological examiners, educational evaluators, diagnostic prescriptive teachers, and other professionals. The teams are based at school complexes, but operational control remains with the special services sections at the district offices.

The social workers work with other team members in identifying the educational, emotional, physical, and social strengths and weaknesses of students. An individual educational plan is prepared for each student. The school social workers may provide direct social work treatment services, but they generally refer students to other agencies for these services.

Department of Health. The DOH social workers provide a wide array of social services. Most work in the Family Health Services Division, the Developmental Disabilities Division, the Community Hospitals Division, or the Mental Health Division.

At the Family Health Services Division, social workers provide medical social work services to children with special health needs and their

families. They furnish case management services to children under 16 years of age who receive Supplemental Security Income and they coordinate and monitor services provided by private agencies to meet maternal and child health needs. In addition, they provide family-centered social work services to students in the orthopedic units and, if required, in school districts.

Within the Developmental Disabilities Division, most social workers are in the Community Services for the Developmentally Disabled Branch. The social workers in this branch serve persons with developmental disabilities living in the community. They provide supervision of wards of Waimano Training School and Hospital, psycho-social evaluations of clients and their families, intensive casework, and individual and group therapy. In addition, they develop individual service plans, locate employment/day programs, find and certify adult foster homes, and find homes for disabled persons who are unable to live with their own families. Social workers in this division are also assigned to Waimano Training School and Hospital.

At the Community Hospitals Division, social workers provide medical social work services in county/state hospitals. While their functions may differ slightly from hospital to hospital, generally they include determining patients' eligibility for social services; assisting patients and their families with economic, social, or emotional problems which may interfere with the patient's recovery; or making referrals to other agencies in the community to meet the needs of the patients and their families.

Social workers at the Mental Health Division work as part of treatment teams in psychiatric settings.⁵ They provide clinical services such as counseling and psychotherapy to families and chronically mentally ill adults. Other services include intake evaluations, casework services, and referrals to public and private agencies.

They may also help their clients get their entitlements. Clinical services to children, adolescents, and adults are provided by social workers assigned to community mental health center branches. Individual mental health consultation is provided to students and adolescents in schools, day care and day treatment centers, residential programs, youth programs, and community agencies. Services are also provided to clients in the state courts and corrections system and the Hawaii State Hospital.

Department of Human Services. With the exception of one position at the department's evaluation office, DHS social worker positions are located in the department's three line divisions: the Family and Adult Services Division, the Vocational Rehabilitation and Services to the Blind Division, and the Health Care Administration Division. However, 94 percent of the department's social worker positions are in the Family and Adult Services Division.

The Family and Adult Services Division is responsible for providing social services, primarily in child welfare and services to the elderly. The division is divided into four branches: Oahu, Hawaii, Maui, and Kauai. Each branch is subdivided into sections and then operational units. The majority of social workers are at the unit level.

Most of the social worker positions within the Family and Adult Services Division are at the Oahu Branch. The branch has three social services sections.

- . The Child Protective Services (CPS) Intake, Crisis and Investigative Social Services Section receives, investigates, and disposes of reported child abuse and neglect cases. This section handles only child abuse work.
- . The CPS and Family Services Case Management Social Services Section

covers from immediate post-crisis to adoption. This is referred to as the CPS-related section and it provides social services to both child abuse and non-child abuse cases.

The Adult, Dependent Children and Support Services Social Services Section provides protective services to adults who are abused or neglected by caretakers or who are unable to care for themselves due to disability or illness. At present, the Dependent Children's Units I and II are administratively attached to the CPS and Family Services Case Management Social Services Section, although this is not reflected in DHS organization charts.

DHS social workers generally work independently. However, this is changing. The 1989 Legislature provided additional Social Worker II and social service aide positions to allow for the formation of child welfare teams. This team concept will be phased in over a five-year period.

The Judiciary. Half of the Judiciary's social work positions are in the Family Court Division and the Adult Probation Division of the First Circuit Court. Fourteen percent of the social workers are assigned to the Office of the Administrative Director, and the remainder are located in family and district courts throughout the state. Although classified as social workers, many are given the working title "probation officer."

Within the Family Court of the First Circuit, social workers are mainly in three branches: adult services, juvenile intake and family crisis services, and children and youth services. The Adult Services Branch provides help to reduce marital and family problems. Among other

functions, social workers in this branch provide short-term counseling, prepare custody studies, and investigate contested custody of children.

The Juvenile Intake and Family Crisis Services Branch handles court referrals for status offenses or law violations committed by juveniles. The social workers provide initial assessment of cases and examine ways of diverting cases from the court system. Social workers also do crisis counseling and refer clients for inpatient or outpatient services. A special services unit receives child abuse and neglect cases and works closely with CPS workers in monitoring cases.

The Children and Youth Services Branch monitors and supervises children and youths requiring probation and protective supervision. Social workers also serve as liaisons between the court and private agencies which provide services to juveniles under the court's jurisdiction.

The Adult Probation Division deals with convicted felons, except for class A offenders (murderers and rapists). The division has two branches. The pre-sentencing branch prepares pre-sentencing reports for judges and recommends appropriate sentences. The supervision branch has quasi-law enforcement functions including drug testing and warrantless search and seizure. Social workers in the supervision branch also classify offenders based on risk and needs assessments, provide case planning services, refer clients out for treatment, and monitor probationers to ensure compliance with the conditions of probation.

The administrative director's office administers several social service programs for persons who come into contact with the courts. The Public Guardian Division administers the Judiciary's adult public guardianship program. The Children's Advocacy Division coordinates

case management of child sex abuse cases throughout the Judiciary. The Program Services Office administers five programs, including community service sentencing, volunteers in public service to the courts, and the foster parenting program. Social workers in this office recruit, train, and supervise volunteers who provide direct services to clients.

Social workers at the district courts provide counseling and probation services to offenders. Presentencing functions include developing reports which contain background, psychological history, education, and other information. Post-sentencing functions involve supervision and probation services to offenders to ensure that sentences are carried out.

Overview of State Personnel System

The classification, compensation, recruitment, and hiring of social workers occur within the framework of the state personnel system. This section highlights aspects of the state personnel system relevant to this study.

Organization. Civil service positions in the executive branch are broadly administered by the Department of Personnel Services (DPS). Each executive department has its own departmental personnel office which works with DPS in implementing state personnel laws. Departments may establish their own personnel policies and procedures within DPS guidelines.

The two DPS divisions whose functions are relevant to this study are the Classification and Compensation Review Division and the Recruitment and Examination Division. The Classification and Compensation Review Division is divided into two branches. The classification branch develops and maintains the position classification plan that describes and organizes all classes of state positions. The compensation branch develops and maintains the compensation plan, assigning each class to a salary range.

The Recruitment and Examination Division also has two branches. The recruitment branch attempts to find qualified persons for state civil service positions. The examination branch evaluates whether applicants have the knowledge, skills, and abilities required of a position.

The Judiciary has been responsible for its own personnel system since 1977. The personnel office within the Administrative Director's Office administers the personnel system for the Judiciary. While separate from DPS, the Judiciary's personnel office generally tries to coordinate with DPS in implementing civil service statutes.

Pertinent personnel laws. For the purposes of this study, the most pertinent personnel statutes are Chapters 76, 77, and 89 of the *Hawaii Revised Statutes* (HRS). Chapter 76 establishes the state civil service system, Chapter 77 sets forth the compensation system for civil service positions, and Chapter 89 provides for collective bargaining for state employees.

Chapter 76 establishes a uniform system of personnel administration for the state and county governments. The system is based on "merit principles" and its purpose is to recruit and retain the best career government employees. Merit principles include equal opportunity, impartial selection of employees, just opportunities for promotion, and reasonable job security. All government positions are subject to civil service laws unless specifically exempted.

Chapter 77 sets forth the compensation system for civil service. It requires that a compensation plan be established assigning all classes of civil service positions to appropriate salary ranges. The compensation plan is formally reviewed biennially in a joint conference of the state and county personnel directors and the administrative director of the Judiciary. This body is called the Conference of Personnel Directors, and the director of DPS serves as its chairman. The conference is required to make

recommendations on a tentative compensation plan before October 15 of every odd-numbered year for review by the Public Employees Compensation Appeals Board (PECAB). PECAB must submit the final compensation plan to the Legislature for approval on every even-numbered year. The plan takes effect July 1 of every even-numbered year.

Collective bargaining for public employees is established under Chapter 89. Enacted in 1970, the law establishes 13 bargaining units representing various categories of employees. Social workers are in bargaining unit 13, along with other professional and scientific employees.

Shortage Categories

All entry-level appointments to state civil service positions are made at the first step of a salary range. However, if DPS finds it cannot recruit qualified applicants at the entry rate set in the compensation plan, it can recommend that a "shortage" be declared for the specific class or subclasses.⁶ This allows the State to hire new employees at a higher step in the salary range.

Currently, the following classes of social workers are declared to be in shortage: 1) social workers from levels I through VI at the Department of Corrections and Department of Health; 2) CPS and CPS-related social workers from levels I through VI at the Department of Human Services; and 3) general social workers from levels III to IV at the Department of Human Services.

Declaring a shortage. Section 77-9, HRS, outlines the procedures for declaring a shortage. Essentially, the governor can declare a shortage if DPS finds that the State cannot recruit enough qualified applicants for certain classes or subclasses of work. Departments may initiate the process by submitting a request to DPS recommending that a shortage be declared. Once

the governor declares a shortage, DPS's compensation review branch examines salary levels of prevailing community rates to establish a new, more competitive hiring rate. Additional payments made under the new rate are called "shortage differentials."

Until recently, the differentials were used mainly to help recruit new employees. The declaration of a shortage only affected new hires and those employees who were paid less than the new entry-level rates. This meant that new employees could be paid as much as more experienced employees.

Act 328, SLH 1989 changed the statute so that differentials could also be paid to experienced employees in shortage categories. The amendment sought to reestablish the relative differences in salaries among the steps in a salary range. The objective was to retain experienced employees in shortage categories.⁷ Table 2.2 illustrates how shortage differentials were calculated before and after Act 328.

In this hypothetical salary range, the entry-level salary paid to new recruits at step B is changed from \$1,500 to the rate at step G which is \$2,000. Under the old law, all employees at step B through G would be paid \$2,000. Those at step G and above would not get a shortage differential. This has changed so that all steps along the salary range (except for the last step) receive a differential to maintain the relative differences in salaries among the steps. Each time there is a change in base pay (e.g. step movements or annual increases) or a change in the new entry salary rate, differential amounts are recalculated.

Calculation of shortage pay is further complicated by the introduction of a "salary adjustment differential" under the current bargaining unit 13 contract. It is discussed in more detail in Chapter 4. Basically, it ensures that workers in shortage categories receive the full negotiated increase.

Table 2.2
Illustration of Shortage Category Computations for a Hypothetical Salary Range
Before and After Act 328, SLH 1989

Former Shortage Category Computation - New entry salary of \$2,000/month												
STEP	B	C	D	E	F	G	L-1	L-2	L-3	L-4	Y-5	Y-7
Base Pay	\$1,500	\$1,600	\$1,700	\$1,800	\$1,900	\$2,000	\$2,100	\$2,200	\$2,300	\$2,400	\$2,500	\$2,600
Shortage Differential	500	400	300	200	100	0	0	0	0	0	0	0
TOTAL PAY	\$2,000	\$2,000	\$2,000	\$2,000	\$2,000	\$2,000	\$2,100	\$2,200	\$2,300	\$2,400	\$2,500	\$2,600
Current Shortage Category Computation - New entry salary of \$2,000												
STEP	B	C	D	E	F	G	L-1	L-2	L-3	L-4	Y-5	Y-7
Base Pay	\$1,500	\$1,600	\$1,700	\$1,800	\$1,900	\$2,000	\$2,100	\$2,200	\$2,300	\$2,400	\$2,500	\$2,600
Shortage Differential	500	455	409	364	318	273	227	182	136	91	45	0
TOTAL PAY	\$2,000	\$2,055	\$2,109	\$2,164	\$2,218	\$2,273	\$2,327	\$2,382	\$2,436	\$2,491	\$2,545	\$2,600

Source: Department of Personnel Services.

Agencies usually must find funds for shortage differentials from within their budgets, although \$1.86 million was appropriated to the Department of Budget and Finance for FY 1989-90 to help pay retention differentials for all shortage categories. The amount of the differentials paid is constrained by the availability of funds as well as the new entry salary rates set by DPS.

The shortage designation must be reviewed by DPS at least once a year. If a category is no longer considered to be in shortage, the differentials are no longer offered to new employees.

National Trends Affecting Supply of and Demand for Social Workers

In 1986, social workers held 365,000 jobs in the United States.⁸ Of these, 40 percent were in state or local governments. A small number were employed by the federal government. Social workers in the private sector worked mostly for voluntary social service agencies, hospitals, and nursing homes. A growing number were also entering private practice, offering psychotherapy or counseling to individuals, families, and groups.

Data on national shortages of social workers in government agencies were not available from either the National Association of Social Workers or the American Public Welfare Association. However, both organizations indicated that some jurisdictions are having problems filling child welfare positions in such areas as child protective services. This conclusion is supported by a 1989 study of U.S. programs providing social services to children, youth, and families. The study found that turnover of personnel in child welfare programs was a significant problem in many of the 25 sites reviewed.⁹

Future demand and areas of growth. The U.S. Department of Labor predicts that the average employment of social workers will grow faster than that of all other occupations through the year 2000. The principal source of jobs will

be the replacement of social workers who leave the occupation or stop working. Public programs likely to expand include child protective services, services for the elderly, and community-based services for persons who are mentally retarded or chronically mentally ill. Substantial growth is also projected for social work positions in the private sector. The department notes that demand for social work is not only controlled by needs but by the availability of funding for social services.

Supply. The number of full-time students in master's degree programs in social work grew steadily between 1955 and 1979. Between 1980 and 1984, however, enrollment dropped 17 percent.¹⁰ Recent indications are that there is a resurgence in enrollment in graduate social work programs.

There is a trend toward opening up social worker positions to persons without social work degrees. In 1985, the National Association of Social Workers estimated that there were only about 200,000 people in the labor force with a social work degree but there were 440,000 to 460,000 persons who were called social workers.¹¹ According to the association, cutbacks in social service funding, increased demand for social services, and the lack of recognition and appreciation of the social work profession are some reasons for this trend.¹²

Chapter 3

EXTENT OF STATE SOCIAL WORKER SHORTAGE

This chapter describes the extent of the shortage of social workers in the various state agencies. It also includes a breakdown of the shortage by department.

Overview of Statewide Shortage Problem

Table 3.1 gives the vacancy rate for state social worker positions as of October 1989. The statewide vacancy rate for social workers was 34 percent, but if emergency hires are taken into account, the vacancy rate was 21 percent.¹ The use of emergency hires played an important part in enabling agencies to provide essential services. Sixteen percent of state social workers were emergency hires. Within departments, emergency hires accounted for 23 percent of Department of Human Services social workers, 20 percent of Department of Health social workers, and 31 percent of Department of Corrections social workers.

In some instances, agency vacancy rates included positions that had just been established. For example, although the Judiciary technically had a 24 percent vacancy rate, almost half of the vacancies were attributable to the establishment of new social worker positions for FY 1989-90.

Shortages Within Each Agency

Of the state agencies, only the Department of Education (DOE) and to some extent, the Judiciary did not appear to have critical shortages. Time will tell whether the Judiciary will be able to fill the new positions it recently established. (See Appendix B for vacancy data on these two

agencies.) The Department of Human Services, the Department of Health, and the Department of Corrections currently have critical shortages of social workers.

Department of Education. The DOE has some of the most sought after social worker positions in the State. Social workers surveyed ranked DOE as the most desirable state agency to work for. It has a waiting list of applicants trying to get in even though the department has no career ladder. Over 90 percent are Social Worker IV positions. The remainder are at the III level.

With few exceptions, DOE social workers do not handle casework. Most of their time is spent on diagnostic teams that evaluate potential special education students. Problems such as child abuse are referred to the appropriate agency.

The department is also seen as having better benefits. A memorandum of understanding provides DOE social workers (and other special services personnel) 12-months pay for a 10-month work schedule and all teacher holidays. When social work services are required during the summer, DOE asks its regular social workers to volunteer. Those who do work during the summer receive a stipend.

Department of Human Services. The shortage of social workers has been a problem at the department for at least five years. Table 3.2 shows that 39 percent of its social worker positions were vacant as of October 6, 1989. If emergency hires were taken into account, the department's vacancy rate dropped from 39 percent to 21 percent.

Table 3.1
State of Hawaii
Vacancy Rate of Social Worker Positions
(October 1989)

Department	Total Positions	Number Filled	Number Vacant	Vacancy Rate	Number Emergency Hires	Adjusted Vacancy Rate
Education	44	42	2	5%	0	5%
Corrections	111	65	46	41	29	15
Health	249	150	99	40	38	24
Human Services	356	216	140	39	65	21
Judiciary	296	225	71	24	0	24
Total	1,056	698	358	34%	132	21%

Note: Total does not include all new positions authorized for FY 1989-90. Total includes positions that were established by early October 1989. A total of 79 vacancies (or 22 percent) involves newly created positions.

Source: Personnel offices of the Department of Corrections, Department of Education, Department of Health, Department of Human Services, and the Judiciary.

Almost one-fourth of the vacancies were newly created positions and about 2 percent were positions that were frozen or were to be abolished. Forty-three percent of the vacant positions were at the Social Worker III level and 30 percent were at the Social Worker IV level.

The shortage was most severe at the operational levels of the Family and Adult Services Division, particularly on the neighbor islands. Vacancy rates for the Hawaii, Maui, and Kauai branches ranged from 49 percent to 65 percent. In the Oahu Branch, the CPS Intake, Crisis and Investigative Social Services Section had a 28 percent vacancy rate, the CPS and Family Services Case Management Social Services Section had a 34 percent vacancy rate, and the Adult, Dependent Children and Support Services Social Services Section had a 45 percent vacancy rate.

The department has received negative publicity in recent years about its handling of

social workers involved in child protective services (CPS). Among the social workers' concerns is the lack of control over the CPS workload. Because the child protection laws are being interpreted so liberally, some CPS workers believe other state agencies are unloading cases on CPS, thus keeping the CPS workload high.

Department of Health. Forty percent of the health department's social worker positions were vacant. Newly created positions accounted for 13 percent of the vacancies and 3 percent were frozen positions. If emergency hires were factored in, the vacancy rate dropped to 24 percent. Table 3.3 gives the vacancy rates as of October 13, 1989.

The shortage is mainly at the Social Worker III and IV levels. Thirty-four percent of the vacant positions were at the III level and 60 percent were at the IV level.

Table 3.2
Department of Human Services
Vacancy Rate of Social Worker Positions
(October 1989)

	Total Positions	Number Filled	Number Vacant	Vacancy Rate	Number Emergency Hires	Adjusted Vacancy Rate
Evaluation Office (Departmental)	1	1	0	0%	0	0%
Family & Adult Services Division						
Administration	14	11	3	21	0	21
Program Development	10	8	2	20	0	20
Staff Development	4	3	1	25	0	25
Volunteer Services	1	1	0	0	0	0
Income Maintenance Mgt.	1	0	1	100	0	100
Oahu Branch						
Administration	8	7	1	13	0	13
CPS Intake, Crisis & Investigation	60	43	17	28	4	22
CPS and Family Case Management	50	33	17	34	8	18
Adult, Dependent Children, & Support Services	74	41	33	45	17	22
Hawaii Branch	57	29	28 ^a	49	16	21
Maui Branch	34	12	22 ^b	65	13	26
Kauai Branch	25	12	13	52	7	24
Vocational Rehabilitation & Services to the Blind Division						
Services to the Blind Branch	2	2	0	0	0	0
Health Care Administration Division						
Policy & Prog. Development Branch	4	4	0	0	0	0
Quality Assurance Branch	3	3	0	0	0	0
Community Long-Term Care Branch	8	6	2	25	0	25
Total	356	216	140	39%	65	21%

Note: Total includes positions newly established as of 10/6/89, and 4 half-time positions. A total of 33 vacancies (or 24 percent) involves newly created positions. Emergency hire count is also as of 10/6/89.

^aIncludes one exempt position not yet abolished but without funding.

^bIncludes two frozen positions.

Source: Department of Human Services, Printout of Social Worker Positions in the DHS, 10/6/89.

Table 3.3
Department of Health
Vacancy Rate of Social Worker Positions
(October 1989)

Program/Location	Total Positions	Number Filled	Number Vacant	Vacancy Rate	Number Emergency Hires	Adjusted Vacancy Rate
Family Health Services Division						
Administration--Oahu	1	1	0	0%	0	0%
Children with Special Health Needs	8	6	2	25	0	25
Maternal & Child Health	6	5	1	17	0	17
School Health Services	2	2	0	0	0	0
Maternal & Child Care--Hawaii	1	1	0	0	0	0
Children Special Health Nds--Maui	1	1	0	0	0	0
Developmental Disabilities Division						
Community Services DD--Oahu	37	24	13	35	6	19
Waimano Training School	11	4	7	64	3	36
Community Services DD--Hawaii	7	5	2	29	0	29
Community Services DD--Maui	5	2	3	60	1	40
Community Services DD--Kauai	4	3	1	25	0	25
Community Health Nursing Division						
Public Health Nursing--Hawaii	2	0	2	100	2	0
Community Hospitals Division						
	21 ^a	18	3	14	0	14
Communicable Disease Division						
Administration	2	1	1	50	0	50
Epidemiology Branch	1	0	1	100	1	0
TB Control Branch	1	1	0	0	0	0
Adult Mental Health Division						
Program Supp & Development Svcs	2	1	1	50	0	50
Central Oahu CMHC	13	4	9	69	4	38
Diamond Head CMHC	11	6	5 ^b	45	1	36
Kalihi-Palama CMHC	11	5	6	55	2	36
Leeward Oahu CMHC	7	3	4	57	1	43
Windward Oahu CMHC	7	5	2	29	0	29
Courts & Corrections Branch	11	3	8	73	8	0
Hawaii State Hospital Branch	10	9	1	10	1	0
Hawaii CMHC	15	8	7	47	1	40
Maui CMHC	11	3	8	73	2	55
Maui CMHC--Molokai	1	1	0	0		0
Maui CMHC--Lanai	1	0	1	100	0	100
Kauai CMHC	8	5	3	38	1	25

Table 3.3 con't.

Table 3.3 con't.

Program/Location	Total Positions	Number Filled	Number Vacant	Vacancy Rate	Number Emergency Hires	Adjusted Vacancy Rate
Child & Adolescent MH Division						
Program Supp & Development Svcs	4	4	0	0	0	0
Clin & Consult Svcs Branch	20	15	5	25	2	15
Centralized Treatment Branch	6	3	3	50	2	17
Health Quality Assurance Division						
Hospital & Medical Facilities	1	1	0	0		0
Total	249	150	99	40%	38	24%

Note: Total includes positions newly established as of 10/13/89. A total of 13 vacancies (or 13 percent) involves newly created positions. Emergency hire count is also as of 10/13/89.

^aDoes not include one temporary Social Worker III position abolished on 8/14/89.

^bIncludes 3 frozen positions.

Sources: Department of Health, Printout of Social Worker Positions in the DOH, 10/13/89; Listing of Social Worker Positions Located Within the Division of Community Hospitals, 9/26/89.

The shortage was most acute at the Developmental Disabilities and Mental Health Divisions. According to the division chief, the shortage at the former division has reached crisis proportions. The departmental personnel office is in the process of surveying its social workers to determine the full magnitude of the shortage.

Department of Corrections. Table 3.4 shows that the corrections department had a vacancy rate of 41 percent as of October 12, 1989. None of the vacancies involved newly created positions. If emergency hires are considered, the vacancy rate was 16 percent.

Even with emergency hires, significant vacancies existed at the Oahu Community Correctional Center as well as the Halawa, Kulani, and Waiawa Correctional Facilities.

Social workers ranked the corrections department as the least desirable place to work. Prisons are not attractive working environments.

Many applicants do not want to work in a correctional facility, where clients usually have a wide range of mental, social, personality, and behavioral disorders. Turnover is high. Several DOC administrators reported that social workers generally stayed with the agency for about eighteen months.

Many social workers complained that overtime is not offered to them in most prison facilities (a few facilities have three hours of overtime budgeted per pay period). During the past biennium budget cycle, the department did not request additional funds to assist in overtime spending. Social workers reported that their caseload is such that they must use their own time to finish their work. Under civil service law, however, state employees who have an SR rating below SR-31 are entitled to overtime pay or compensatory time off when they must work more than 8 hours per day. Although corrections social workers can take compensatory time off in lieu of overtime pay, this can exacerbate workload problems for staff.

Table 3.4
Department of Corrections
Vacancy Rate of Social Worker Positions
(October 1989)

Program/Location	Total Positions	Number Filled	Number Vacant	Vacancy Rate	Number Emergency Hires	Adjusted Vacancy Rate
Oahu Community Correctional Center	19	12	7	37%	3	21%
Women's CCC	4	2	2	50	2	0
Hawaii CCC	1	1	0	0	0	0
Kauai CCC	1	1	0	0	0	0
Maui CCC	2	0	2	100	2	0
Hawaii Intake Services Center	6	5	1	17	1	0
Oahu Intake Services Center	14	13	1	7	1	0
Kauai Intake Services Center	3	1	2	67	2	0
Maui Intake Services Center	5	3	2	40	1	20
Halawa Correctional Facility	19	8	11	58	5	32
Hawaii Youth Correctional Facility	6	5	1	17	1	0
Kulani Correctional Facility	6	1	5	83	3	33
Waiawa Correctional Facility	4	0	4	100	1	75
Hawaii Paroling Authority	19	11	8	42	7	5
Institutional Support Services	1	1	0	0	0	0
Volunteer Services Staff	1	1	0	0	0	0
Total	111	65	46	41%	29	15%

Note: Total includes positions authorized for FY 1989-90 which were established as of July 1, 1989. None of the vacancies involves newly created FY 1989-90 positions. Emergency hire count is as of October 18, 1989.

Source: Department of Corrections, Classification and Recruitment Section, Position and Employee Roster Report, 10/12/89.

Chapter 4

SALARIES OF SOCIAL WORKERS

House Concurrent Resolution 175, H.D. 1, requested that this study include information about salaries of social workers in state agencies and in selected other states, and salaries of other government job categories. This chapter presents information on entry-level salaries for these and other workers.

Salaries of Social Workers in State Agencies

There are two main steps to the process of setting salaries for state employees. The first assigns a particular class to a salary range in proper relationship to other classes. This is called "pricing." The second sets the salary amounts or pay rates within the salary range. This is done through collective bargaining negotiations between the State and employee unions. The amounts are set forth in union contracts.

If the State finds it cannot recruit adequate numbers of applicants for certain classes or subclasses, it can declare a shortage which allows higher entry-level salary rates to be paid. This is currently the case for some state social workers in the Departments of Corrections (DOC), Health (DOH), and Human Services (DHS).

Salaries can also be affected by special agreements between employee unions and the State. An agreement between the Hawaii Government Employees' Association and the State provides unique benefits to Department of Education (DOE) social workers (along with other special services personnel).¹ DOE social workers receive the same salaries as other state social workers who are not in shortage categories. However, the agreement provides DOE social workers with a 10-month work year and the

same vacations as teachers. Work during the summer is on a volunteer basis and is compensated with additional pay.

Entry salaries for social workers not in shortage categories. Table 4.1 shows the minimum qualifications and the entry-level salaries for social workers who are not in shortage categories. It shows the actual salaries for FY 1989-90 and the salaries proposed under a repricing plan for FY 1990-91.

The Conference of Personnel Directors has proposed a partial repricing of the professional series within bargaining unit 13. If the proposal is approved by the Legislature, all professional classes would be repriced as follows:

From:	SR-12	to	SR-16
	SR-15,-17	to	SR-18
	SR-18,-19	to	SR-20
	SR-21	to	SR-22

Social workers salaries between levels I to III (SR-12 to SR-18) will be increased significantly.

Salaries of social workers in shortage categories. Social workers in shortage categories may be given differential pay. Those currently receiving a differential include Social Worker IIIs at DOC and DOH, general Social Worker IIIs at DHS, and CPS and CPS-related social workers at levels III to VI at DHS. Table 4.2 lists the categories currently receiving differentials and the differential amounts.

CPS-related social workers had significant pay adjustments when they were combined with CPS social workers in a new child welfare services shortage category. For example, a CPS-related Social Worker IV formerly received a \$55

Table 4.1
Entry-Level Salaries for State Social Workers

Title	Minimum Qualifications	Salaries for FY 1989-90 7/1/89	Proposed Repricing 7/1/90	Percent Change +/-
Social Worker I	B.A., minimum of 12 credits in social sciences such as psychology & sociology.	(SR-12) \$18,372	(SR-16) \$22,488	+22
Social Worker II	B.S.W.; or 1 year graduate social work study; or requirements for SW I & 6 months social welfare services experience.	(SR-15) \$20,280	(SR-18) \$24,312	+20
Social Worker III	M.S.W.; or 2 years graduate social work study plus 6 months professional social work experience; or requirements for SW II & 1 year progressively responsible professional social work experience.	(SR-18) \$22,668	(SR-20) \$26,292	+16
Social Worker IV	Ph.D. in social work with an emphasis in general welfare; or requirements for SW III & 1 year professional experience equivalent to SW III that shows ability to perform the most difficult & complex tasks.	(SR-21) \$26,700	(SR-22) \$28,428	+6
Social Worker V	Requirements for SW IV & 1 year professional experience equivalent to SW III or IV; or, for supervisory positions, 1 year social work experience comparable to SW III or IV in the state service.	(SR-24) \$30,276	(SR-24) \$31,992	+6
Social Worker VI	Requirements for SW V & 1 year professional social work experience comparable to SW V.	(SR-26) \$33,000	(SR-26) \$34,620	+5
Social Worker VII	Requirements for SW VI, 1 additional year professional social work experience; and must have at least 1 year supervisory experience.	(SR-28) \$35,988	(SR-28) \$38,940	+8

Note: For corrections welfare positions, a B.A., M.A., Ph.D., or graduate study in corrections criminal justice administration, or a related major may be substituted to meet the educational requirement.

Source: Department of Personnel Services, *Minimum Qualification Specifications for Social Workers I-VII; Unit 13 Agreement, July 1, 1989 - June 30, 1993*; Conference of Personnel Directors, *Recommendations on the Compensation Plans for the State of Hawaii and Its Political Subdivisions*, Honolulu, September 1989, p. II-3.

Table 4.2
New Entry Salaries
for Classes of Social Workers
in Shortage Categories
(December 1, 1989)

Title	Department	Base Pay (Annual)	Differential (Monthly/Annual)	New Entry Salary (Annual)	Percent Above Base
Social Worker III	DOH/DOC/DHS	\$22,668	\$41/\$492	\$23,160	2%
Social Worker III	DHS-CWS*	\$22,668	\$350/\$4,200	\$26,868	19%
Social Worker IV	DHS-CWS	\$26,700	\$350/\$4,200	\$30,900	16%
Social Worker V	DHS-CWS	\$30,276	\$396/\$4,752	\$35,028	16%
Social Worker VI	DHS-CWS	\$33,000	\$432/\$5,184	\$38,184	16%

* Child Welfare Services social workers are found in the department's CPS Intake, Crisis, and Investigative Social Services Section and the CPS and Family Services Case Management Social Services Section.

Source: Department of Personnel Services

differential. After these workers were placed in the new shortage category on December 1, 1989, that amount was increased to \$350 per month.

Other classes of social workers have also been declared shortage categories but currently do not receive differential pay. For example, DOC and DOH social workers at levels III to VI first received differential pay in May 1989. But the July 1, 1989 negotiated increase raised salaries for most of these workers above the "new entry rates" (base pay plus shortage differential) for these categories of workers. In effect, this wiped out the differential pay for these workers. Only the Social Worker III category remained above the July 1 salary level. All workers in shortage categories remain eligible for shortage pay, but their respective departments must submit a request to DPS to set new entry rates.

Salaries of more experienced employees in shortage categories have gone through a number

of changes in recent years. Table 4.3 illustrates the changes using a hypothetical CPS social worker IV position.

In this hypothetical case, a Social Worker IV began employment in a CPS unit on July 1, 1985 at a monthly salary of \$1,932. A year later, the new entry salary for CPS Social Worker IVs was increased. Because of the way shortage pay was set up at the time, this social worker, with one year of experience, made the same amount as a new employee, \$2,043 per month.

In 1987, a new union contract provision allowed workers to include shortage differentials as part of their base pay, even if they left their positions. Annual incremental increases would then be added on to this amount. The new monthly salary of this worker was \$2,171.

On March 1, 1989, a significant increase in the entry rate for new employees resulted in

Table 4.3
Illustration of Salary Adjustments for
CPS Social Worker IV
Initial Appointment July 1, 1985

	Base Pay Monthly	Shortage Differential	Retention Differential	Salary Adjustment Differential	Total	Percent Increase
7/1/85: Initial Appointment	\$1718	\$214	-	-	\$1932	-
7/1/86: Negotiated Adjustment and increase in NES*	\$1849	\$194	-	-	\$2043	6%
10/1/87: Absorbed Shortage Differential into Base Pay and the Received Negotiated Adjustment	\$2171	0	-	-	\$2171	6%
10/1/88: Negotiated Adjustment	\$2280	0	-	-	\$2280	5%
3/1/89: Increase in NES*	\$2280	\$211	-	-	\$2491	9%
7/1/89: Negotiated Adjustment	\$2431	-	\$190	\$41	\$2662	7%
12/1/89: Combined with CPS Related and retitled Child Welfare Services and NES	\$2431	-	250	0	\$2681	1%
7/1/90: Proposed Repricing Adjustment	\$2666	-	137	13	\$2816	5%

* Increase in the new entry salary (NES) caused a more experienced social worker to be paid the same as a new hire.

Source: Department of Personnel Services.

this social worker, with four years of experience, making the same as a new employee, \$2,491. To resolve this type of problem, the 1989 Legislature amended the statute to pay retention differentials to workers in shortage categories to maintain the relative differences between the steps in the salary range. Beginning July 1, 1989, this social worker's new salary was now \$2,662, compared to \$2,491 for the new employee.

The July 1, 1989 union contract deleted the provision allowing persons to keep their shortage pay should they leave their positions. Instead, it agreed to a formula which would provide a "salary adjustment differential" to workers in shortage categories. This adjustment is designed to augment any reductions in shortage pay because of annual incremental increases in base pay. As a result, workers in shortage categories can still receive the full negotiated increase.

On December 1, 1989, the CPS social worker shortage category was merged with the CPS-related category and was retitled Child Welfare Services. New entry salary rates were also established resulting in monthly salaries of \$2,681 for this social worker and \$2,575 for new employees. This Social Worker IV, with four and a half years experience, makes only 4 percent more than a new hire. Since joining the State, however, the experienced social worker has had a 39 percent increase in pay.

If repricing takes place on July 1, 1990, this CPS Social Worker IV with five years of experience will be making \$2,816 per month or \$33,792 per year. Social Worker IVs not receiving shortage pay who started at the same time will be making \$2,563 per month or \$30,756 per year.

Salaries of Social Workers in Other States

We reviewed salaries of social workers in eight jurisdictions geographically close to Hawaii: Alaska, Arizona, Washington, Oregon, Nevada, and three counties in California. California's

social services program is implemented at the county level. The three counties selected were recommended by California's Human Services Department as generally representative of the different counties throughout the state. Table 4.4 compares annual salaries of these locations and Hawaii for five classes of social workers. The comparisons were based solely on the minimum qualifications. Social workers in each category did not necessarily have the same level of responsibility and types of duties.

Alaska paid the highest salaries while Arizona paid the lowest. For some classes of social work such as Social Worker III and Social Worker IV, both Placer County and Tuolumne County had more restrictive minimum qualifications and higher entry salaries. Both counties paid persons with master's degrees more than persons with bachelor's degrees and social service experience. Los Angeles County made a distinction between children's social work and other types of social work. Children's social workers were paid more than other types of social workers. Washington paid psychiatric social workers more than other types of social workers.

In 1989, Hawaii salaries for Social Workers I through IV (non-shortage) were often lower than those in most jurisdictions reviewed. Social Worker Vs were paid more in Hawaii than in other jurisdictions except for Alaska. With the proposed repricing in 1990, Hawaii salaries for social workers should be generally comparable, if not higher than that paid by the selected jurisdictions in the region.

Salaries of Social Workers Employed by Other Agencies in Hawaii

Some state social workers expressed dissatisfaction with their salaries in relation to federal, county, and some private agency social workers. This section presents salary information with respect to these groups.

Table 4.4
Entry-Level Annual Salaries
of Social Work and Social Work-Related Jobs
in Hawaii and Selected States

	SW I	SW II	SW III	SW IV	SW V
Hawaii--1989	\$18,372	\$20,280	\$22,668	\$26,700	\$30,276
Hawaii--1990	\$22,488	\$24,312	\$26,292	\$28,428	\$31,992
Alaska	\$26,460	\$28,236	\$32,424	\$37,356	\$40,032
Arizona	\$16,990		\$19,038		\$24,098 ^a
California					
Los Angeles County ^b	\$19,188	\$22,068	\$24,624		
Placer County	\$21,600	\$23,268	\$27,564 ^c	\$28,272	\$29,688
Tuolumne County	\$18,204	\$20,112	\$23,952 ^d		
Nevada	\$19,586		\$21,257	\$24,093	
Oregon			\$19,644		\$21,168
Washington			\$20,724 ^e		\$24,120

Note: The salary and minimum qualification information was obtained from the personnel office of human service agencies in selected states. Salaries are for 1989 and were grouped according to comparable minimum qualifications for positions. Categories used for this table were as follows:

- SW I = B.A. and no experience; or 3-4 years experience in human services
- SW II = B.A. and 6 months to 1 year experience; or 1 year graduate study in social work or related field.
- SW III = B.A. and 18 months to 2 years experience; or M.A.
- SW IV = B.A. and 3 years of experience; or M.A. and 1 year of experience
- SW V = B.A. and 4 years of experience; or M.A. and 2 years of experience

^a A Human Services Specialist III has the same minimum requirement but is paid \$22,237. The amount listed in the table is for a Human Service Unit Supervisor.

^b Los Angeles County also has a children's social worker series. A Children's Social Work trainee requires a B.A. in a human service field and completion of one academic year internship and pays \$19,092. A Children's Social Worker I pays \$23,676 and requires a B.A. and one year of social work experience; or 2 years of experience performing the duties of a Social Worker II or higher in Los Angeles County. A Children's Social Worker II position is paid \$27,784 and requires an M.A. in social work or a related field; or a B.A. and 2 years of social worker experience providing protective or placement services to children or families; or one year of experience as a Children's Social Worker I in the County of Los Angeles.

^c Placer County makes a distinction between persons with master's degrees and those with bachelor's degrees plus social service experience. A Social Service Worker III has a B.A. in a social science and 2 years of experience in social services and is paid \$24,996. The amount listed in the table is for a Social Service Practitioner I with an M.S.W. or an M.A. from a 2-year counseling program.

^d Tuolumne County also makes a distinction between persons with master's degrees and those with bachelor's degrees plus social service experience. A Social Worker II has a B.A. and 2 years of experience in social work and is paid \$21,672. The amount listed in the table is for a Social Worker IV with an M.S.W. or an M.A. from a 2-year counseling program.

^e Washington makes a distinction between psychiatric social workers and other types of social workers. A Psychiatric Social Worker I requires an M.S.W. and pays a starting salary of \$22,404.

Federal government. According to the Office of Personnel Management, the federal government has 37 social work positions in Hawaii. Position openings in Hawaii are few and infrequent. The social work series requires a master's degree in social work (M.S.W.). Those with an M.S.W. and no experience had a 1989 starting salary of \$23,878 including a cost-of-living allowance (COLA).² A state Social Worker III with the same educational requirements started at 5 percent less or \$22,668. A federal social worker with an M.S.W. and one year of professional social work experience had an entry-level salary of \$29,211 (including COLA). This position has minimum requirements comparable to those of a state Social Worker IV position which currently starts at 9 percent less or \$26,700.

The federal government also has related social service positions. Social work associates and social service representative positions require a B.A. and/or experience in welfare work. Persons with no experience started at \$19,279. This level has requirements comparable to those of a state Social Worker I which starts at 5 percent less or \$18,372.

City and County of Honolulu. According to the City and County's civil service department, the only social work related positions in the city are victim/witness counselors within its prosecutor's office. There are currently 19 of these positions. A victim/witness counselor I is required to have a B.A. in a social science (such as social work or counseling) and one year of professional counseling experience. The position has a starting salary of \$22,668. This is the same salary as a state Social Worker III. The Social Worker III position, however, requires 6 more months of experience than the city's position.

Private agencies. Many state social workers complain that the State's salaries are not competitive with those in the private sector. Table 4.5 presents salary information from several private agencies. The sampling was not intended

to be representative of all private agencies in the State but to provide examples for comparison.

Entry level salaries in the sample group varied widely. Social workers with an M.S.W. and no experience could start anywhere from \$19,416 to \$27,540. The State currently pays a Social Worker III \$22,668 and a child welfare Social Worker III \$26,868. Hospitals in the sample group paid more than other types of private agencies, but some had only a few positions. For example, Queen's Hospital only has two social worker positions.

Salaries of Social Workers Compared with Other Government Workers

During this study, social workers often compared their salaries to those of teachers and nurses. In its repricing request to the Conference of Personnel Directors, DHS compared the salaries of social workers to those of nurses. Under current personnel policy, however, comparisons between classes in different bargaining units are not allowed for repricing purposes.

Salary comparisons between different professions are difficult because of the variety of factors which must be considered, including differences in job responsibilities. One simple basis for comparison is the educational requirements for the occupations, but this is insufficient for a sound comparison. This study does not analyze the comparability of salaries between social workers and other groups but presents the data for informational purposes only.

Table 4.6 shows the minimum qualifications and entry-level salaries for public school teachers. Table 4.7 shows the minimum qualifications and "job rates" for nurses employed by the State. Salaries for nurses are handled differently from other state workers and are quite complex. Basically, all entry-level nurses must start at

Table 4.5
Entry-Level Salaries for
Social Workers in Private Agencies
(1989)

Organization	Title	Minimum Qualifications	1989 Salary
Catholic Charities	Social Worker	M.S.W.	\$19,416
	Social work-related	B.A., 4 or 5 years experience	\$15,600-16,800
Child and Family Service	Social Worker III	M.S.W.	\$23,388
	Social Worker IV	M.S.W., 3 years of experience	\$30,996
Hale Kipa	Social Worker II	B.A.	\$19,848
	Social Worker III	M.S.W.	\$23,820
	Social Worker IV	M.S.W. (supervision of counselors)	\$26,460
Kaiser Hospital	Social Worker	M.S.W., 1 year experience in acute care setting	\$29,760-36,480
Queen Liliuokalani Trust	Social Worker	M.S.W., 0-3 years experience	\$21,000-26,424
	Social Worker	M.S.W., over 3 years experience	\$22,884-26,424
	Social Worker Associate	High school diploma	\$16,800-24,000
Queen's Medical Center	Social Worker	M.S.W., 3 years hospital experience	\$16,212-25,092
St. Francis Hospital	Social Worker II	B.S.W., human services degree	\$20,040
	Social Worker III	M.S.W., no experience	\$27,540
	Social Worker III	M.S.W., 2 years experience within past 3 years	\$29,100

Source: Catholic Charities, Child and Family Service, Hale Kipa, Kaiser Hospital, Queen Liliuokalani Trust, Queen's Medical Center, and St. Francis Hospital, November 1989.

the first step of the salary range. However, depending on the level of experience they have when they enter state service, nurses may advance to the job rate in as little as three months. The

job rate is the salary level that nurses can achieve after gaining the necessary experience in a position. It is currently set at Step D of the nurse's salary schedule.

Table 4.6
Entry-Level Salaries
for Public School Teachers

Class	Minimum Qualifications	7/1/89	7/1/90	Percent Change
I	No degree	\$21,963	\$22,292	+1.5
II	Four years of college education	\$23,035	\$23,381	+1.5
III	Five years of college education	\$24,218	\$24,581	+1.5
IV	Five years of college education and 15 additional credits	\$24,851	\$25,224	+1.5
V	Five years of college education and 30 additional credits	\$25,558	\$25,941	+1.5
VI	Five years of college education and 45 additional credits	\$26,310	\$26,705	+1.5
VII	Ph.D.	\$27,106	\$27,513	+1.5

Sources: Section 297-31.1, *Hawaii Revised Statutes*; *Agreement Between the Hawaii State Teachers Association and the State of Hawaii Board of Education, July 1, 1989 - June 30, 1993.*

Table 4.7
Entry-Level Salaries for Registered Professional Nurses

Title	Experience Requirement	7/1/89	7/1/90*	Percent Change
Registered Professional Nurse II	0 years	(SR-16A) \$ 24,120	(SR-18A) \$ 27,540	14%
Registered Professional Nurse III	1/2 years	(SR-19D) \$ 34,920	(SR-20D) \$ 39,732	14%
Registered Professional Nurse IV	1-1/2 years	(SR-21D) \$ 37,980	(SR-22D) \$ 43,236	14%
Registered Professional Nurse V	2-1/2 years	(SR-23D) \$ 41,292	(SR-24D) \$ 47,016	14%
Registered Professional Nurse VI	3-1/2 years	(SR-25D) \$ 44,904	(SR-26D) \$ 51,156	14%

Note: Letters following salary range (SR) denotes steps. For example, SR-18A is "Step A" of salary range 18. Salaries for RPN III to RPN VI reflect the "job rate" for nurses in staff and supervisory positions. Persons in these positions must come with experience. While they will be initially paid at the entry rate, they will qualify for the job rate generally within 3 to 18 months of their initial appointment.

Registered Professional Nurses in a hospital, institutional, or clinical setting must have graduated from an accredited school of nursing. Registered Professional Nurses in public health nursing positions must meet one of the following requirements: (1) graduation with a B.A. from an accredited college or university school of nursing which included public health nursing or community health nursing in its curriculum; (2) graduation from an accredited school of nursing supplemented by completion of an accredited university curriculum involving public health nursing or community health nursing for which a certificate was awarded; or (3) graduation from an accredited school of nursing plus two years of professional public health nursing work experience. A license is required to practice as a professional nurse in the State of Hawaii.

*Nurses are being repriced on July 1, 1990.

Source: Department of Personnel Services, *Minimum Qualification Specifications for the Classes: Registered Professional Nurse II, III, IV, V, VI*, Honolulu, May 1, 1984; *Unit 09 Agreement, July 1, 1989 - June 30, 1993*; Department of Health, Division of Community Hospitals, Personnel Services Unit.

Chapter 5

FACTORS CONTRIBUTING TO THE SHORTAGE OF SOCIAL WORKERS

The factors contributing to the shortage of social workers in Hawaii are varied, complex, and not easily resolved. Some of the fundamental problems are discussed in this chapter.

Summary of Findings

- 1. There is a limited supply of social work graduates in Hawaii and an increasing demand for social services.*
- 2. The state personnel system has been unable to satisfy the salary concerns of many social workers and generally has been unable to meet the State's recruitment needs for social workers. Shortage differential and retention pay incentives have had some negative impacts.*
- 3. There is a lack of consensus about the minimum qualifications for state social worker positions.*

Supply and Demand

Many state administrators believe the current difficulty in filling vacant social worker positions is due primarily to the limited supply of persons with master's degrees in social work in Hawaii. The demand for social services continues to increase, but only a limited number of students graduate from the University of Hawaii School of Social Work each year. Thus, graduates can be highly selective when choosing their jobs.

In this tight market, jobs that are more demanding or less attractive in terms of the

clientele served, caseload, or working conditions appear to be the most difficult in terms of recruitment and retention. Officials at the Department of Human Services (DHS) acknowledge that the negative publicity about Child Protective Services (CPS) in recent years has given the department a bad image, which makes recruitment that much more difficult.

Supply from the University of Hawaii School of Social Work. As seen in Table 5.1, the number of graduates with bachelor's and master's degrees in social work (B.S.W.s and M.S.W.s, respectively) from the University of Hawaii School of Social Work has declined from 113 in 1980-81 to a low of 71 in 1988-1989. Although the number of graduates is expected to increase approximately 90 percent by the end of the 1989-90 academic year, it will not be sufficient to fill the hundreds of social work vacancies statewide.

Attempts to increase enrollment. According to the dean of the School of Social Work, the school has tried to make graduate social work classes more accessible to students. In the past two years, it has increased the number of graduate classes offered in the late afternoons and evenings at the Manoa campus. The school is also offering an M.S.W. degree program on Maui which is expected to graduate about 27 students in the Spring of 1990. This program will be transferred from Maui to Hilo in 1990.

The school is also working with state agencies to implement a pilot program which will offer half of the coursework required for an M.S.W. degree in the downtown area beginning in January 1990. Twenty-five state social service workers without an M.S.W. were selected to participate in the program. The Judiciary, the Department of Corrections (DOC), and the Department of

Table 5.1
Graduates from the
University of Hawaii
School of Social Work
(1980 - 1989)

Academic Year	B.S.W.	M.S.W.	Total	Percent Change +/-
1980-81	20	93	113	--
1981-82	27	92	119	+5
1982-83	17	91	108	-9
1983-84	17	65	82	-24
1984-85	10	77	87	+6
1985-86	14	77	91	+5
1986-87	15	58	73	-20
1987-88	13	69	82	+12
1988-89	14	57	71	-13
1989-90*	45	90	135	+90

*Projected number of graduates. The School of Social Work projects 40-45 B.S.W. and 85-90 M.S.W. graduates in 1989-90.

Source: University of Hawaii, School of Social Work, July 1989.

Health (DOH) each selected six of their workers and DHS selected seven of its workers.

To date, the school has not turned away any qualified student. However, the dean says that this has expanded some classes beyond their desirable size. She believes that more resources will be needed to accommodate any additional students.

The university's request for additional social work faculty was not included in the governor's 1989-91 executive budget request. In addition, under current university budget policy, the school believed it could not request additional positions during the supplemental budget cycle. It was only after the school was asked about this by legislators during a November 1, 1989 legislative briefing that a request for additional positions

was submitted. The new positions would enable the school to provide M.S.W. courses on the neighbor islands on an ongoing basis.

The University of Hawaii has a major role to play in increasing the supply of social workers in the state. It should take an active role in manpower development to support state social service agencies.

Increasing demand for social services. Recent actions by the Legislature and state agencies as well as changes in community needs have created increased demands for social services and social workers.

As Table 5.2 shows, the Legislature approved 159 new social worker positions for fiscal biennium 1989-91. The Judiciary, DHS, and DOH all received significant increases. (See Appendix C for departmental breakdowns.) Although this number was less than what the agencies had requested, the increase in the number of positions has exacerbated the shortage. Some DHS administrators also note that as the State purchases more services, it creates a demand for social workers in the private sector. Apparently, some CPS workers have transferred to private agencies, where the pay is almost the same but the working conditions are considered to be better. Overall, less attractive programs are hurt by the increased competition for a limited pool of social workers.

New social service mandates will increase demand for social workers in the near future. For example, Act 381, SLH 1989, establishes an adult protective services program for adults who, because of mental or physical impairments, are dependent on another person for personal health, safety, or welfare. The act is scheduled to take effect on July 1991. New positions have yet to be authorized to implement this act. However, just as demand for social worker services increased with the passage of the Child Protective Act in 1983, demand for social worker services to protect dependent adults can probably be expected to increase.

State agencies must find ways to meet increasing demand for social services. State agencies should continue to work with the University to stimulate enrollment and increase access to social work graduate programs. The pilot program offering M.S.W. courses in the downtown area should be monitored to determine whether it can be expanded.

Dissatisfaction with State Personnel System

The state personnel system has been unable to satisfy the salary concerns of many social workers and has generally been unable to meet the State's recruitment needs for social workers. Attempts to address salary concerns of social workers may have exacerbated morale and retention problems. Department administrators still complain about delays in hiring and the shortage has not been abated.

Dissatisfaction with salary levels. Most social workers surveyed felt that inadequate pay was the most important factor in the State's inability to recruit and retain social workers. Raising salaries was the primary recommendation from social workers surveyed for improving job satisfaction and alleviating the shortage. During the 1989 legislative session, one group of social workers proposed a \$6,000 a year across-the-board increase for all state social workers.

An August 1988 DHS salary study concluded that state social workers in Hawaii make less than social workers in most mainland states.¹ The study noted that this was consistent with the State's overall trend of lower salaries for all professions and occupations. The study also found that social workers in Hawaii were paid substantially less than registered professional nurses. With the steady increase in vacancy rates for social worker positions, the study recommended that social worker salaries be increased.

As indicated in Chapter 4, our review of social worker salaries among various jurisdictions and agencies indicates that the State's salaries for social workers are increasingly competitive at the entry level. Dissatisfaction with salaries is related to increased workload due to prolonged vacancies in certain units, or new workers making almost as much as senior workers. Some social workers commented that if salaries cannot be raised, then workload should be decreased. Still others felt that current salaries were not commensurate with the educational levels and the professional skills and responsibilities required of social workers, especially in comparison to recent gains made by nurses and teachers.

Departments have tried different means of addressing the salary concerns of social workers with limited success. The two primary methods have been shortage and retention pay and repricing requests.

Shortage and retention pay as incentives. The CPS social workers were the first to receive shortage differential pay in August 1984. The differential given to CPS Social Worker IVs amounted to \$204 per month. Significant increases did not occur until February 1989 when their differential was raised to \$455. On March 1, 1989, it was raised to \$666. At the same time, CPS-related workers also began receiving a shortage differential. Social workers at the III level received \$377 per month while those at the IV level received \$455. However, CPS-related social workers received less than CPS workers.

The DOH and DOC first received approval for its social workers (levels III, IV, V, and VI) to receive shortage differential pay in May 1989.² However, the July 1, 1989 collective bargaining increases all but wiped out the differential pay, leaving only entry-level Social Worker IIIs with a monthly differential of \$41 per month.

On October 1, 1989, DHS general social workers at the III and IV levels also were declared

to be in shortage. However, because the differential amounts requested were pegged to those requested by DOH and DOC, only entry-level Social Worker IIIs receive a differential of \$41 per month.

On December 1, 1989, both CPS and CPS-related social workers were consolidated into one shortage category and renamed child welfare services (CWS). This action resulted in CPS and CPS-related social workers receiving the same differential amounts.

Overall, almost 30 percent of the social workers surveyed reported that they receive some type of differential pay.

Negative impacts of differential pay. The use of differential pay to attract workers has its drawbacks. According to department officials, differential pay is causing a rift in the staff at DHS. Social workers who do not receive differentials or receive smaller differentials maintain that because they are also doing social work, they should be compensated at the same level as those who provide child welfare services. Conversely, for some CPS social workers, the fact that the shortage category was spread out to include others does not help their morale. Initially, the shortage differential helped to give CPS workers some special recognition, but it began to lose its significance as other social workers received differential pay.

Shortage differential pay also promotes competition among agencies. When DHS heard that DOH and DOC wanted a shortage differential for their workers, it requested that its general social workers receive a comparable differential to avoid losing them to the two agencies. Moreover, the administrator of the DOH Developmental Disabilities Division, which has a critical shortage, believes that recruitment and retention will be more difficult due to the higher rates being offered for child welfare workers at DHS. Currently, the DOH personnel office is surveying its social workers to determine the severity of the shortage. It plans to use the

data to resubmit a differential request to DPS. The DOH personnel officer recognizes that the amount requested will have to be substantial enough to keep DOH competitive with DHS.

Paying shortage differentials to those entering the system also disturbs those already in social worker positions, whether they are at the line, supervisory, staff, or administrative levels. Those at the line level find that entry-level workers make almost as much as experienced workers. To address this problem, the Legislature provided a retention differential for social workers already in the system. However, for some more experienced social workers, the retention differential did not result in significant increases in pay. To illustrate, a CPS Social Worker IV with four and a half years of experience makes only 4 percent more than a new CPS Social Worker IV.

Additionally, the retention differential applies only to social workers in categories declared to be in shortage. More seasoned workers in staff or administrative positions at higher levels are not affected. They see the difference in pay between them and those entering the civil service system being reduced. In large measure, the senior workers feel short-changed.

Inequities also occur because of the way differentials are funded. Retention differentials are paid out of a fund from which all agencies can draw. Shortage differentials are paid out of an agency's own budget. The amounts of the differentials can thus vary across departments, limited by the funds available in each department.

Finally, shortage pay does not appear to have made any significant impact on reducing the shortage. CPS workers have received shortage pay since 1984. Since then, the shortage of social workers has been experienced by other agencies.

The Department of Personnel Services (DPS) should review the implementation of shortage

pay for social workers and other shortage categories to assess its effectiveness in alleviating labor shortages. It should also examine the merits of creating a separate budget item for shortage pay (including retention differentials) to ensure adequate funding for differentials.

The continued use of differential pay over a period of several years brings into question the adequacy of base pay. Rather than continuing to rely on temporary measures such as shortage differentials to raise salaries, it may be more effective to examine alternatives for permanently raising base pay, such as repricing. Furthermore, if certain areas of social work are considered to be more difficult than others, perhaps another class or classes of social worker should be created and priced separately. This is the case in Los Angeles County which distinguishes children's social workers (child welfare) from other types of social workers.

Requests for repricing. Both the DHS and the Hawaii Government Employee's Association (HGEA) submitted repricing requests for social workers in March 1989. Both were turned down by the Conference of Personnel Directors and by the Public Employees Compensation Appeals Board (PECAB).

The DHS requested that the Social Worker III be repriced from an SR-18 to an SR-19 based upon alleged similarities in the nature and complexity of the work with the class of Registered Professional Nurse III. The conference rejected the request because the comparison crossed bargaining units.

A 1982 PECAB ruling prohibits pricing comparisons between classes in different bargaining units. DPS officials maintain that with the advent of collective bargaining, it is no longer feasible to compare different occupations or pay schedules. There cannot be equal pay for equal work between occupations in different bargaining units because each unit negotiates separate contracts. Comparisons between classes can only apply among those in the same bargaining unit.

The HGEA requested that Social Worker IIIs be re-priced to SR-21 based on a comparison with the Mental Retardation Case Coordinator IV. Both classes are in bargaining unit 13. The conference rejected the union's request noting that social workers are a benchmark class for the Social Services, Public Employment, and Allied Group (Group III). As a benchmark class, they serve as a reference point for the pricing of other occupations. Thus, the conference stated that "extreme caution must be used when considering the repricing of any benchmark class because such repricing could eventually result in the repricing of related classes among all jurisdictions."⁴ According to DPS officials, social workers have been a benchmark class since the 1960s, if not longer. As such, it would be extremely difficult to reprice social workers without repricing all other workers who have been priced relative to social workers.

No one seems to understand precisely why social workers are a benchmark class. The selection of social workers as a benchmark class was by conference action. Generally, a benchmark class is supposed to be a clearly defined occupation with large numbers of people. The purpose for benchmark classes is to establish "base relationships in order to achieve the principles of equal pay for equal work."⁵

Some administrators question whether social workers should remain a benchmark class. The director of human services wonders whether the benchmark status of social workers may constitute a barrier to their recruitment and retention. Ultimately, the benchmark designation for social workers has placed them with limited options for repricing themselves in relation to other classes. While removing social workers as a benchmark class may not have an immediate impact on salaries, it may provide more flexibility for adjusting social worker salaries in the future.

Repricing of professional series. Social workers may be repriced by another mechanism. The Conference of Personnel Directors has

proposed repricing all professionals between SR-12 and SR-21 in bargaining unit 13. This would give significant increases to social workers at levels I through IV but would not affect social workers at levels V through VII. According to the director of DPS, budgetary concerns (especially those of the counties) prevented the conference from considering repricing for all levels of professionals in bargaining unit 13.

The repricing of the professional series will significantly increase salaries for many social workers. However, indications are that those above SR-21 would probably be demoralized if they do not also receive proportionate pay adjustments.

DPS should provide the Legislature with the information it needs to help it examine the merits and costs of expanding repricing of the professional series to include all levels of professionals in bargaining unit 13. DPS and the Conference of Personnel Directors should also reconsider keeping social workers as a benchmark class.

Dissatisfaction with state hiring practices. Program administrators at the DOH and DOC expressed dissatisfaction with current state hiring practices. Many expressed frustration with the personnel system, saying it was inefficient and ineffective.

Department of Health. All DOH program administrators interviewed complained that the DPS lists of eligible applicants are not current. They contain the names of applicants previously rejected or already hired elsewhere. They also complained that the hiring process takes a long time, particularly since they are unable to choose from the first list that they receive.

To save time, the DOH Family Health Services Division asks for an internal list (i.e., names of qualified employees within the department) and the DPS list simultaneously. The DOH Courts and Corrections Branch goes out on its own to recruit applicants.

Department of Corrections. Corrections program administrators also expressed dissatisfaction with the recruitment process, saying that DPS and DOC lack an aggressive recruitment strategy or policy. They complained about the time it takes to hire a state employee. They say that by the time someone is offered a position, they may have found a job elsewhere. Some program administrators complained that the DPS list of eligible applicants is obsolete, that applicants are not properly screened, or that the process takes so long that applicants find jobs elsewhere. Some administrators complained that they may not see a new list for as long as 6 months to a year.

Use of emergency hires. State agencies have tried to get around the personnel system by using emergency hires. Of the five agencies reviewed, three used emergency hires extensively to fill some social worker positions. The process for hiring an applicant on an emergency basis is much quicker than going through DPS procedures, because applicants need not meet the minimum qualifications. Administrators are supposed to use emergency hires to immediately place a person in a position on a short-term basis to maintain vital services.

Approximately 31 percent of social workers at the corrections department are emergency hires. The department generally recruits applicants without a social work degree at the Social Worker III or Social Worker IV level on an emergency basis. Many will stay in those positions for 18 months or more to meet the experience requirements for those positions. They will then file for permanent status.

The department has the choice of hiring the applicant at the Social Worker I level but this is rarely done. It would mean a large cut in pay for the employee who would be doing the work of a Social Worker III. The department would also have to downgrade the position. Some DOC administrators hesitate to downgrade any position fearing that DPS or the Legislature would not allow future upgrading.

At DOH, the decision to downgrade positions is left with program administrators. The administrators are not too willing to downgrade vacant social worker positions and they rely heavily on emergency hires. However, due to the department's preference for those with M.S.W.s, emergency hires without social work degrees at this department generally have a tough time qualifying for permanent positions.

Employees hired on an emergency basis for long periods of time are at a significant disadvantage. They do not have such state benefits as vacation, sick leave, retirement, or medical coverage. Prolonged emergency status can demoralize workers and increase turnover.

Persons sometimes remain on emergency status because they prefer it (e.g., retirees) or because they fail written examinations or hesitate to take an examination. Departments should facilitate movement of emergency hires through expedited hiring processes, training, and support to help them meet qualifications for permanent status.

DPS has taken a liberal view of the extended use of emergency hires. The current shortage necessitates that administrators be given flexibility to fill vacancies. At the same time, to prevent abuse, departmental personnel offices should regularly monitor programs' use of emergency hires. Moreover, DPS should more closely monitor agency use of emergency hires to ensure that qualified workers are given permanent status on a timely basis.

Attempts to facilitate recruitment and retention. DPS and some state agencies with social workers have taken a number of different steps to address the recruitment problem.

Department of Personnel Services. Under the current administration, DPS' priority is to expedite hiring. A DPS marketing study determined that government employment is not as attractive among professionals in the private sector as it once was. Therefore, DPS is taking

steps to attract individuals into government service. It is rewriting its procedures to speed up the hiring process to within 30 days and has started a marketing program. A Professional Recruitment Office has been created. Its target group is graduates with bachelor's and master's degrees from the University of Hawaii. An 800-number hot line will be installed to accommodate applicants from the mainland interested in state positions.

DPS has also increasingly delegated certain personnel authority to departments. Delegation is by class of worker. Currently, personnel activities involving recruitment and certification of social workers have been delegated only to DHS. DPS was prepared to delegate recruitment and certification of social workers to the DOH but has held back. There was no delegation of these activities for social workers to DOC because the agency lacks the personnel staff.

DPS is ultimately responsible for the uniform administration of state civil service and compensation laws. In this capacity, it must be able to monitor state agencies' implementation of delegated personnel functions. According to the DPS director, in order to perform its audit function every five years, DPS must double its present auditing staff. A request for additional positions was turned down by the Department of Budget and Finance.

State agencies should strengthen their resources for handling increased personnel functions so that they can properly manage delegation by DPS. Furthermore, DPS should strengthen its resources for monitoring.

DPS should continue to work with departmental personnel offices in improving the efficiency and effectiveness of the recruitment function. It should closely monitor DHS's implementation of delegated recruitment functions to determine how well they are working and whether the functions can be gradually extended to DOH and DOC in the future.

Department of Human Services. In 1984, the shortage in CPS began to draw wide attention. During the 1989 legislative session, the situation had worsened to the extent that workers were threatening to strike. Since then, DHS has been "under the gun" to address the problem. Department personnel have been and are devoting time and energy to come up with feasible solutions. The department has set up various task forces and committees to deal with the complex issues affecting the recruitment and retention of social workers, such as revising caseload standards and developing a risk matrix to determine the risk level of cases. A large number of initiatives are being undertaken. Some of these initiatives were proposed by the Governor while others originated from meetings with concerned workers in the Oahu branch.

At the request of the director of human services, the department in May 1989 also assembled a management review team to study the CPS program. The team made a total of 48 findings and 101 recommendations. Currently, these recommendations are being implemented in prioritized order at various organizational levels. They include recommending statutory changes to the Legislature and physically relocating social service administrators with their respective units.

A progress report was made by the director of human services to both the Senate and House Committees on Human Services at a joint informational briefing on November 1, 1989. Some notable efforts of the department to improve staff recruitment and retention were to: 1) reinstate the stipend program, 2) create a practicum unit, 3) provide entry-level shortage differential pay, first for CPS social workers (1984) and then for CPS-related social workers (1989), and 4) develop a "Fast Track" system to speed up the social worker selection process. All of these efforts, however, have some drawbacks.

Stipend program. Two years ago, the department requested and received funding to reinstate a stipend program which allows employees to obtain their master's degree in social work. Currently, seven people are in the stipend program. Four are in their first year and three are in their second year.

Past recipients of these stipends support the program because they believe workers feel an obligation toward a department which pays for their education. Some program administrators are less enthusiastic about the stipend program because workers go on leave-without-pay status instead of being in the field where they are needed.

Another problem is that workers in shortage categories will lose their shortage pay if they receive a stipend. Under current policy, the stipend is 80 percent of a worker's salary base. Workers eligible to receive a shortage differential would lose it if they opt to go back to school to obtain a professional degree.

Practicum unit. Two years ago, DHS also established a practicum unit which trains social work students in child welfare services. Currently, there are two units, each with a supervisor-trainer who is a social worker. The units are in the Staff Development Office at the Family and Adult Services Division, although this is not reflected in the department's organization charts. Some DHS administrators have heard that a few individuals no longer want to work at the department after their practicum experience at DHS.

Differentials. The department has provided shortage differentials to CPS social workers since 1989. Effective December 1, 1989, the CPS and CPS-related social worker shortage categories were consolidated into one category known as "Child Welfare Services" in keeping with the department's intent to initiate the team concept into the delivery of services. Thus, both categories will be receiving the same differential amount. On October 1, 1989, DHS

general Social Worker IIIs also began receiving shortage pay.

As noted earlier, the use of shortage differentials has had some drawbacks. Because child welfare services workers have substantial differentials, other DHS social workers with smaller or no differentials feel they are being treated inequitably. This has reportedly caused a rift among social workers in the department.

"Fast Track" system. DHS has been delegated authority for a number of personnel functions by DPS. It now has the authority to take actions on the reallocation of positions for social workers at the I, II, and III levels. It can examine, certify, and make temporary appointments outside the list as well as provisional appointments and extensions of appointments for social workers up to level V.

DPS still announces and receives social worker applications, which it routes to DHS. DHS screens all the applications. It gets the applicants on a list and certifies the names. However, DHS is not geared up to handle examination activities at this time. If the social work examination is eliminated, DHS will have been delegated complete authority for recruitment actions.

As a result of the delegations, the DHS personnel office is determining applicants' eligibility for social worker positions. It has developed a Fast Track program for recruiting social workers, aides, some clericals, and income-maintenance workers. The personnel office contacts the applicants and interviews them a week later. A panel, which includes program administrators, interviews applicants during a 3-day period and determines whether to hire them. Applicants are notified by the panel of their selection before they leave the interview. Previously, the process could take two to three months or longer.

The DHS personnel office is now getting some mainland candidates. An advertisement

was put in the newspaper of the National Association of Social Workers, and candidates are applying from all over the mainland. Mainland candidates will not spend the money to come here just to be interviewed; they want some assurance that they will be hired beforehand. Thus, a decision has to be made about how to screen the applicants. There was a proposal before the Legislature which would have allowed DHS to bring mainland candidates to Hawaii for two years on exempt status. This was fought by the union.

Department of Health. The vacancy rate at the health department is just as severe, if not worse, than the rate at DHS. However, the magnitude of the shortage problem is only now becoming apparent at DOH. In large measure, this is because many other categories of health care workers are also in shortage.

Currently, the DOH personnel office is surveying its social workers to determine the severity of the shortage. The data collected from the surveys will be used to resubmit another shortage differential request to DPS.

According to departmental officials, the shortage of all workers, including social workers, at the Hawaii State Hospital is getting worse. This is primarily because the hospital has not been accredited by the federal government. The departmental personnel office will study the matter to see if a different approach might be needed to address the problems there. One alternative is to treat workers at the hospital as a separate category.

DOH still expresses a strong preference for applicants with a master's degree in social work. However, the department's personnel office suspects that the programs will not be able to fill positions if they continue to insist on hiring only candidates with M.S.W.s.

The administrator of the Developmental Disabilities Division feels that some of the department's retention problems are due to

the lack of Social Worker IV positions. Thus, workers have been asked to revise their job descriptions. The revised job descriptions will be reviewed to see if positions can be upgraded.

Impact of continued shortage on social workers. Over half of the social workers surveyed indicated that their caseloads have been adversely affected by the shortage. Many believe that high caseloads contribute to stress and burnout, lower job satisfaction, and have caused some social workers to leave state positions.

Stress and burnout. A recent review of studies on stress and burnout in the helping professions (including social work) concluded that there is limited empirical data on what can be done to prevent or help deal with stress and burnout. Most of the current literature "consists of common-sense advice, personal anecdotes, and case studies."⁶

There is no single accepted definition of the term "burn-out," although there appears to be general consensus that it involves physical, emotional, and mental exhaustion. According to some studies, burnout may result from feelings of limited therapeutic success, problems with the organizational environment of human service agencies, and the personality characteristics of many human service workers. Preventive techniques suggested include reducing caseloads, limiting stressful work, as well as providing ongoing training, support groups, and competent supervisors.

Job satisfaction levels of state social workers. The shortage of social workers and other problems affect the job satisfaction of social workers. In the survey, state social workers were asked to rate fifteen factors which contribute to job satisfaction from least to most satisfied (1 to 5). As Table 5.3 indicates, respondents were least satisfied with pay and promotional opportunities and were most satisfied with the opportunities to use their skills and with their supervisor's competence.

Under current conditions, 70 percent of the state social workers surveyed would still generally recommend employment at their agencies. Some noted that their units were so short-staffed, they needed the help. Others indicated that despite some problems, they were generally satisfied with their work and their agency.

To increase job satisfaction, social workers surveyed most often selected the following techniques: pay raises based on performance, workload standards, promotion, and educational leave with pay. To improve retention overall, those surveyed recommended increased pay, lower workloads, improved management, and pay incentives for senior workers.

State agencies should take positive steps toward preventing and handling problems relating to stress and burnout and low job satisfaction. Among other things, they can apprise workers

of available options for relief such as sabbatical leaves. They can also continue to work to fill vacancies and improve communication between workers and management.

**Lack of Consensus
About Minimum Qualifications**

Because of the limited supply of applicants with social work degrees, state agencies have tried to open up social worker positions to persons with related backgrounds. This has met with opposition, especially from persons with social work degrees.

Obstacles to filling vacancies. The lack of a social work degree is the major obstacle for applicants. Persons with a social work degree (B.S.W., M.S.W., or Ph.D. in social work) or one year of graduate study in social work

**Table 5.3
Social Worker Responses to Factors
That Contribute to Job Satisfaction**

	Rank	Factor	Mean
Least Satisfied:	1	Pay	2.07
	2	Promotional opportunities	2.28
	3	Personnel evaluation system	2.52
	4	Support from organization	2.56
	5	Benefits	2.58
	6	Training	2.64
	7	Paperwork	2.68
	8	Recognition for work	2.78
	9	Community expectations	2.80
	10	Workload	2.87
	11	Physical work environment	2.93
	12	Accountability	3.08
	13	Accomplishment	3.30
	14	Supervisor's competence	3.49
Most Satisfied:	15	Opportunity to use skills	3.67

Note: Respondents rated their level of satisfaction with each factor from low to high (one to five).

automatically qualify for certain social worker positions. Those without social work education must have at least a bachelor's degree with 12 credits in the social sciences and pass a written examination. In addition, applicants must have appropriate levels of social work experience to qualify for positions higher than Social Worker I.

Persons without social work degrees or experience in social work can be employed as social workers in two basic ways: starting as a Social Worker I or as an emergency hire. However, there are only 27 Social Worker I positions statewide. Almost 80 percent of the positions are Social Worker III and Social Worker IV. The only way non-social workers can qualify for these positions is to accumulate enough experience by working as emergency hires. A person could qualify for a permanent Social Worker III position by working as an emergency hire for 18 months without any benefits.

Some social work administrators may be creating barriers to entry. A sizable number of social workers do not have an M.S.W. degree. Once they meet the minimum experience requirements and pass the written examination, a Social Worker II should qualify for a Social Worker III position. Further, a social worker without a master's degree can go beyond the III level. However, some social workers with M.S.W. degrees who hold supervisory positions are sometimes reluctant to hire or promote those without an M.S.W. Program administrators may be creating their own barriers.

Opposition to opening up field. Moves to fill social worker positions with persons without social work degrees have met with resistance. Those with social work degrees suggest that social worker positions should be restricted to those with M.S.W.s and believe higher minimum qualifications and/or licensing will upgrade the professional image and quality of social work. They feel this will ultimately get more people interested in the profession. However, further restrictions are not feasible under current shortage conditions.

The National Association of Social Workers (NASW) has gone on record opposing a national trend toward "declassifying" social work positions to eliminate the requirement for social work degrees. It believes that public social services departments have "failed to recognize the profession of social work as a major contributor to effective social services and advocacy for the welfare movement in this county."⁷ In its policy statement on declassification, the NASW states:

The specialized knowledge that underlies social services is derived from the profession of social work. Personnel offering professional social services must have a professional social work education. Social work education is a unique combination of knowledge, skills, abilities, values, and ethics for which there is no exact equivalent and that cannot be acquired either by on-the-job training or by possession of a related degree.⁸

Administrators at DOC, DHS, DOH, and the Judiciary report that they try to recruit applicants with M.S.W.s, but applicants are becoming scarce. Furthermore, some administrators (including some with M.S.W.s) believe that an M.S.W. degree is not needed for all social worker positions and that persons with bachelor's degrees or master's degrees in related fields can be trained to do the work. These administrators have supervised individuals without social worker degrees who have been in social work positions for a number of years and who have performed satisfactorily.

Some administrators believe that social services are becoming so specialized that the generic social work classification may no longer be appropriate. They suggest that other classifications could be developed that would have minimum requirements more suitable to the needs of certain types of programs. Some classes would require social work degrees and others would not. This might help lessen the demand for persons with social work degrees

and allow persons with other social science degrees to readily qualify and fill selected social service positions.

Restricting entry to those with social work degrees will exacerbate the current shortage. If the restriction is implemented, emergency hires who do not meet the minimum requirements could not be used for extensive periods without violating the spirit of the restriction. Reducing the numbers of emergency hires means some services may go undelivered. Instead of restricting entry, state agencies must examine ways to better use social service personnel and facilitate recruitment. A number of alternatives are available.

Downgrading positions and improving in-service training. Because of the limited supply of applicants with an M.S.W., the DHS personnel office advocates downgrading vacant positions to allow applicants without an M.S.W. to qualify for jobs. However, program administrators have been slow to downgrade positions. To some extent, their reluctance is due to a bias on the part of those with an M.S.W. against those without the degree.

The downgrading of positions should be accompanied by increased training opportunities, but because few positions have been downgraded, DHS has not put much emphasis on training. However, with the establishment of more Social Worker II positions to phase in the team concept in child welfare services, this is changing. Apparently, the DHS director has asked the personnel office to strengthen this function and has approved a plan of action.

Creating new classes of human service workers. The governor authorized the establishment of 20 exempt human services worker positions. This classification was created for two purposes: 1) to give benefits to persons with degrees in related fields without giving them permanent civil service status, and 2) to see if individuals with professional degrees in allied fields could perform adequately, that is, to see if social

workers are really needed to perform certain jobs. When DHS administrators presented the proposal, they received many complaints from DHS social workers in child protective services. So far only four positions have been established.

The DHS personnel office is in the process of hiring a consultant to study the classification of the social worker series. This type of study may also be useful for other departments since they face a similar problem. They should support and monitor the DHS study to assess its applicability to their staffing.

Eliminating or improving social work examinations. A DPS proposal to eliminate the social work examination for levels II and above has received concurrence from the four executive agencies with social workers. This action would open up the field by removing a major barrier for many applicants. In its place, supervisors would screen the individuals during the six-month probationary period. The president of the the Hawaii chapter of the NASW opposes eliminating the examination on the grounds that it would "destroy the remaining residual of quality control."⁹ The decision to eliminate the examination now rests with the director of DPS. No final decision has been made to date. If the examination is eliminated, the Judiciary's personnel office will have to decide whether to follow DPS's lead.

The usefulness of the examination is questionable at this time because of the limited numbers of applicants and the characteristics of those already working as social workers. When there is a large pool of applicants, a written examination can be a useful screening device. It can help to determine whether applicants have the knowledge and potential to perform certain levels of work. However, when there is a shortage of applicants, it can be an unnecessary barrier to recruitment.

Three of the five state agencies with social workers already rely heavily on emergency hires who have not passed the examination to provide

the needed social services. They generally do not have the type of education or experience to initially qualify for the positions they fill. However, these workers may be employed in social worker positions for years, helping state agencies to maintain vital services. To obtain permanent status, they must first pass the written examination. The use of the examination to screen applicants currently working in the system serves little purpose because agencies have on-the-job performance evaluations to determine whether an individual is doing the job.

Furthermore, the supply of applicants with social work degrees is not likely to significantly increase in the near future. To fill vacancies, agencies must be prepared to bring in persons with degrees in other fields. Quality control could be maintained by state agencies by providing adequate supervision and training. Those who do not meet agency standards can be released during the six-month probationary period.

If the examination is kept, it should be reviewed to determine whether it is an effective indicator of job performance. The examination is supposed to cover generic social work knowledge and skills relevant to the diverse kinds of work performed by state social workers. However, many program administrators and social workers at the corrections department questioned whether the examination was relevant to corrections social work. Also of concern is the significant disparity between the passing rates for the DPS and Judiciary examination. Each agency has its own written test for social workers. The DPS social work examination for social workers II, III, and IV has a passing rate of 35 percent. In contrast, the passing rate for the Judiciary examination is almost 80 percent.

Providing social workers with support staff and resources. The critical shortage of social workers and the inadequate supply of persons with social work degrees leaves the State no alternative but to allow persons without these degrees to fill some social work vacancies. Agencies should use those with social work

degrees more effectively by providing them with more support personnel and resources. For example, social workers surveyed reported spending as much time on paperwork as they do in direct contact with clients (about 25 percent on each). This does not include paperwork required for court cases. More clerical staff and equipment could help reduce the time social workers spend on tasks that do not necessarily require their particular skills. This option is currently being examined by DHS.

Need for Interagency Cooperation

The social worker shortage has reached crisis proportions and requires interagency cooperation and coordination. To deal with the problem on an ongoing basis, a task force should be established, composed of representatives from the Departments of Health, Human Services, Education, Corrections, and the Judiciary as well as the University of Hawaii School of Social Work and the Department of Personnel Services. It should be given sufficient resources to adequately monitor the shortage of social workers. Among other tasks, it should evaluate the effectiveness of alternate recruitment and retention strategies, determine whether services can be effectively delivered using persons without M.S.W. degrees, report the impact on the social worker shortage of any budget requests for additional social worker positions in the 1991-1993 fiscal biennium, and report its findings to the 1991 Legislature.

Alleviating the shortage of social workers in state agencies will not be easy. Compromise and cooperation are key to resolving the problem. The issue of salaries remains at the forefront of social worker concerns. The long-standing debate relating to minimum qualifications and professional recognition of social workers will not be decided overnight.

The supply of persons in Hawaii with social work degrees is limited, and it will take time, effort, and resources to develop an adequate

supply. Mainland recruitment may help, but alternatives using Hawaii residents are also available. Two options are to create new classes of human service positions and expand minimum qualifications for social worker positions to include other degrees. The current shortage can be viewed as an opportunity to reassess how the State delivers vital social services and as an impetus to better utilize social services personnel. The primary objectives remain making state social services more effective for the public and more satisfying for workers.

Recommendations

1. *The University of Hawaii has a major role to play in increasing the supply of social workers in the State. It should take an active role in manpower development to support state social service agencies. The University should consider giving the school more priority and budgetary support to enable the program to meet the State's demand for social workers.*
2. *A task force should be established, composed of representatives from the Departments of Health, Human Services, Education, Corrections, and the Judiciary as well as the University of Hawaii School of Social Work and the Department of Personnel Services. It should be given sufficient resources to adequately monitor the shortage of social workers, assess ways of maintaining effective social services, and report its findings to the 1991 Legislature. Among other things, it should:*
 - a. *Monitor any improvements or worsening of the shortage problem;*

- b. *Evaluate the effectiveness of approaches used to address the shortage among various agencies;*

- c. *Participate with DHS in reviewing the social worker classification to determine whether other degrees can be substituted for the M.S.W. for some or all social worker positions, whether persons with social work degrees should be given preferential treatment, and whether social work specialties or other human service classifications should be developed; and*

- d. *Be prepared to report on the impact on the social worker shortage of any budget request for additional social worker positions in the fiscal biennium 1991-93 budget.*

3. *The Department of Personnel Services should:*

- a. *Provide the Legislature with information to assist it in examining the merit and cost of expanding repricing of the professional series to include all levels of professionals in bargaining unit 13.*

- b. *Review the implementation of shortage pay to assess its effectiveness in alleviating labor shortages. It should also examine the merits of creating a separate budget item for shortage pay to ensure adequate funding for shortage*

differentials for all shortage categories.

- c. Continue to work with departmental personnel offices in improving the efficiency and effectiveness of the recruitment function. It should closely monitor DHS's implementation of delegated recruitment functions to determine how well it is working and whether the function can be gradually extended to DOH and DOC in the future.
 - d. Eliminate the social worker examination. If it is retained, it should be reviewed to determine whether it is an effective indicator of job performance.
 - e. Review whether social workers should remain a benchmark class.
 - f. More closely monitor agency use of emergency hires to ensure that qualified workers are given permanent status on a timely basis.
4. State agencies should strengthen their resources for handling increased personnel functions so that they can properly manage increased delegation by DPS.

Furthermore, DPS should strengthen its resources for monitoring state agencies in implementing delegated personnel functions.

5. The DHS should take the lead in providing appropriate and adequate training to persons without social work degrees and promotional opportunities for all who perform satisfactorily.
6. Agencies should consider alternative ways of providing services. They should follow DHS's lead in reassessing their utilization of social service personnel. Among other things, they should determine whether additional support personnel (such as clerical staff), resources, downgrading of positions, or changes in procedures and policies can improve the efficiency and effectiveness of operations.
7. Agencies should take steps to prevent and handle problems relating to stress and burnout. Among other things, they can apprise workers of available options to provide relief such as sabbatical leaves. They should also continue to work to fill vacancies and improve communication between workers and management.

NOTES

Chapter 2

1. The Judiciary Personnel Office develops and maintains class specifications for positions in the Judiciary. In the case of social workers, the class specifications and requirements are basically identical to those of DPS.
2. State of Hawaii, Department of Personnel Services, *Class Specifications for the Social Work Series*, approved October 25, 1982, p. 1.
3. *Ibid.*
4. Act 92, SLH 1976.
5. The former Mental Health Division is part of the new Behavioral Health Services Administration headed by a deputy director of health who started work on October 1, 1989. It is in the process of being realigned and the eight community health centers and Hawaii State Hospital will be retained as the core of the Adult Mental Health Division. Two other divisions will be created under this administration: (1) Children and Adolescent Mental Health and (2) Substance Abuse.
6. Another option is "hiring above the minimum" which involves announcing a position vacancy at a range of rates. The new hire can be hired at any rate within the range. The salaries of existing employees are not affected. This option was used without success by the Department of Human Services to recruit social workers.
7. Senate Standing Committee Report 1296 on House Bill No. 1853, H.D. 1, Regular Session of 1989, p. 2.
8. U.S. Department of Labor, *Occupational Outlook Handbook*, 1989-89 ed., April 1988, p. 102.
9. Sheila B. Kamerman and Alfred J. Kahn, *Social Services for Children, Youth and Families in the United States*, The Annie E. Casey Foundation, June 1989, p. 5, p. 172-178.
10. National Association of Social Workers, *Face of the Nation 1987*, Silver Spring, Maryland, 1987, p. 118.
11. National Association of Social Workers, *Encyclopedia of Social Work*, 18th ed., Silver Spring, Maryland, 1987, p. 359.
12. National Association of Social Workers, *Social Work Speaks: NASW Policy Statements*, Silver Spring, Maryland, June 1988, p. 155.

Chapter 3

1. According to personnel specialists interviewed, vacancy rates generally exclude emergency hires. However, because some state agencies use emergency hires to fill long-term vacancies, an adjusted vacancy rate was also calculated to include emergency hires.

Chapter 4

1. Memorandum of Understanding (Special Services Personnel) between the State of Hawaii and the Hawaii Government Employees Association, April 20, 1989.
2. The COLA rates are added to basic pay rates, and vary from island to island. The rate used was for Oahu (22.5 percent).
7. National Association of Social Workers, *Social Work Speaks: NASW Policy Statements*, Silver Springs, Maryland, June 1988, p. 155.
8. *Ibid.*
9. Letter to the editor from Dr. Sharlene Furuto, *Honolulu Advertiser*, November 9, 1989.

Chapter 5

1. Hawaii, Department of Human Services, Public Welfare Division, *Social Worker Salary Study*, Honolulu, August 12, 1988, p. 1.
2. Social workers at levels I and II were also declared shortage categories. DPS included these groups as shortage categories in case the departments needed to request differential pay for these workers in the future. DOC and DOH only requested shortage pay for social workers at levels III through VI.
3. Funding for retention differentials was appropriated only for FY 1989-90. The appropriation is administered by the Department of Budget and Finance.
4. Hawaii, Conference of Personnel Directors, *Recommendations on the Compensation Plans for the State of Hawaii and Its Political Subdivisions*, Honolulu, September 1989, p. III-7.
5. Memorandum from Diana H. Kaapu, Chief, Classification and Compensation Review Division, to Classification Staff, Subject: Benchmark Classes, January 8, 1987.
6. Nancy Ratchiff, "Stress and Burnout in the Helping Professions," *Social Casework*, vol. 69, no. 3, March 1988, p. 153.

APPENDIXES

Appendix A

**Departmental Breakdown of Social Worker Positions
by Classification Level**

Table A.1
Department of Human Services
(Fiscal Biennium 1989-91)

Unit	SW I	SW II	SW III	SW IV	SW V	SW VI	SW VII	Total
Evaluation Office (Departmental)						1		1
Family & Adult Services Division								
Administration				5	6	3		14
Program Development Office			2		8			10
Staff Development Office				3	3	1		4
Volunteer Services Office				1	1			1
Income Maint Mgt Office				1	1			1
Oahu Branch		6	1	2	1			10*
Administration				2	2		1	8
CPS Intake, Crisis & Investigation	7	2	7	37	7			60
CPS and Family Case Management	5	7	14	17	7			50
Adult, Dependent Children & Support Services	2	2	46	14	7			71
Hawaii Branch		5	24	27	8	4		68
Maui Branch	1	3	16	11	4			35
Kauai Branch	1	7	12	9	3			32
Vocational Rehabilitation and Services to the Blind Division								
Services to the Blind Branch			2					2
Health Care Administration Division								
Policy & Program Devt Branch				1	2	1		4
Quality Assurance Branch				3				3
Community Long-Term Care Branch			7	1				8
Total	16	32	129	131	60	13	1	382
Percentage	4.2	8.4	33.8	34.3	15.7	3.4	.3	100.1

Note: Total includes 323 existing positions in FY 1988-89 plus 59 additional positions authorized for FY 1989-90 and FY 1990-91.

*Total includes 2 positions and 8 positions authorized for FY 1989-90 and FY 1990-91, respectively. As of 11/21/89, one of the 2 FY 1989-90 positions was transferred to the Personnel Office and the exact unit location of the remaining positions had not been determined by the program.

Sources: Department of Human Services, Personnel Office, Printout of Social Worker Positions in the DHS 9/06/89; and Planning Office, Printout of New Permanent and Temporary Social Worker Positions, 10/27/89.

Table A.2
 Judiciary
 (Fiscal Biennium 1989-91)

Unit	SW I	SW II	SW III	SW IV	SW V	SW VI	SW VII	Total
Administrative Director								
Childrens Advocacy			10	7	5	1		6
Public Guardian			6	5	8		1	18
Program Services	0	2	16	12	14	1	1	22
Subtotal								46
Family Court, 1st Circuit								
Director's Office	1	2	6	11	4	3		3
Adult Services				27	6	1		25
Children/Youth Services			2	26	5	1		34
Juvenile Intake	1	2	8	64	15	6		34
Subtotal								96
Family Court, 2nd Circuit	3	4	8	11	4	1		31
Family Court, 3rd Circuit	3	0	8	17	3	2		33
Family Court, 5th Circuit	2	0	5	5	3	0		15
Adult Probation	1	1	7	40	9	6		64
District Court, 1st Circuit			7	11	3	1		22
District Court, 2nd Circuit		1	1					2
District Court, 3rd Circuit			3	3	1			7
District Court, 5th Circuit			2					2
Total	10	10	65	163	52	17	1	318
Percentage	3.0	3.0	20.4	51.3	16.4	5.3	.3	99.7

Note: Total includes all authorized social worker positions.

Source: Judiciary Personnel Office.

Table A.3
Department of Health
(Fiscal Biennium 1989-91)

Unit	SW I	SW II	SW III	SW IV	SW V	SW VI	SW VII	Total
Family Health Services Division			8	8	2	2		20
Developmental Disabilities Division		1	36	18	8	3		66
Community Health Nursing Division				2				2
Community Hospitals Division			16*	8				24
Communicable Disease Division			3	4				7
Mental Health Division			13	123.5	14	2		152.5
Health Quality Assurance Division				2	1			3
Total	0	1	76	165.5	25	7	0	274.5
Percentage		.4	28.0	60.0	9.0	2.6		100.0

Note: Total includes 237 existing positions in FY 1989-90 plus 37.50 additional positions authorized for FY 1989-90 and FY 1990-91.

*Includes one temporary Social Worker III position which was abolished on 8/14/89.

Sources: Department of Health, Personnel Office, Printout of Social Worker Positions in the DOH, 8/28/89; Division Personnel Office, Listing of Social Worker Positions Located Within the Community Hospitals Division, 8/25/89; and Administrative Services Office, Printout of New Social Worker Positions for FY 1989-90 and FY 1990-91, 11/16/89.

Table A.4
 Department of Corrections
 (Fiscal Biennium 1989-1991)

Unit	SW I	SW II	SW III	SW IV	SW V	SW VI	SW VII	Total
Oahu Community Correctional Ctr		4	4	11				19
Women's Community Correctional Ctr			2	2				4
Hawaii Community Correctional Ctr			1					1
Kauai Community Correctional Ctr			1					1
Maui Community Correctional Ctr			1	1				2
Hawaii Intake Services Center			4	1	1			6
Oahu Intake Services Center			10	3	1			14
Kauai Intake Services Center			2		1			3
Maui Intake Services Center	1		3		1			5
Halawa Correctional Facility		6	6	7				19
Hawaii Youth Correctional Facility			2	3	1			6
Kulani Correctional Facility			6					6
Waiawa Correctional Facility			1	3				4
Hawaii Paroling Authority			4	16*	2			22
Institutional Support Services				1				1
Volunteer Services Staff					1			1
Total	1	10	47	48	8	0	0	114
Percentage	1.0	9.0	41.0	42.0	7.0			100.0

Note: Total includes all authorized social worker positions.

*Includes 3 Social Worker IV positions allocated by the 1989 Legislature which were subsequently downgraded to Social Worker III positions by DPS. The DOC is currently appealing the downgrade.

Source: Department of Corrections, Classification and Recruitment Section, Position and Employee Roster Report, 10/12/89.

Table A.5
Department of Education
(Fiscal Biennium 1989-91)

Unit	SW I	SW II	SW III	SW IV	SW V	SW VI	SW VII	Total
Honolulu District			2	7				9
Central District				8				8
Leeward District		1		8				9
Windward District				6				6
Hawaii District				5				5
Maui District				4				4
Kauai District				3				3
Total			3	41				44
Percentage			7.0	93.2				100.2

Note: Total includes all authorized social worker positions.

Source: Department of Education, Personnel Certification and Development Section, Position and Employee Roster Report, 10/20/89.

Appendix B

**Vacancy Rates for the
Department of Education and Judiciary**

Table B.1
Department of Education
(October 1989)

Unit	Total Positions	No. Filled	No. Vacant	Vacancy Rate	No. Emergency Hires	Adjusted Vacancy Rate
Honolulu District	9	9	0	0%	0	0%
Central District	8	8	0	0	0	0
Leeward District	9	7	2	22	0	22
Windward District	6	6	0	0	0	0
Hawaii District	5	5	0	0	0	0
Maui District	4	4	0	0	0	0
Kauai District	3	3	0	0	0	0
Total	44	42	2	5%	0	5%

Source: Department of Education, Personnel Certification and Development Section, Position and Employee Roster Report, 10/20/89.

**Table B.2
Judiciary
(October 1989)**

Unit	Total Positions	No. Filled	No. Vacant	Vacancy Rate
Admin. Director				
Children's Advocacy	6	6	0	0%
Public Guardian	11	2	9 ^a	82
Program Services	21	14	7 ^b	33
Total	38	22	16	42
Family Ct, 1st Cir.				
Director's Office	3	3	0	0
Adult Services	25	18	7 ^c	28
Child/Youth Serv.	34	30	4 ^d	12
Juvenile Intake	34	27	7 ^e	21
Total	96	78	18	19
Family Ct, 2nd Cir.	27	22	5	18
Family Ct, 3rd Cir.	28	22	6 ^f	21
Family Ct, 5th Cir.	12	10	2 ^g	17
Adult Probation	64	46	18 ^h	28
District Ct, 1st Cir.	22	18	4	18
District Ct, 2nd Cir.	1	1	0	0
District Ct, 3rd Cir.	7	5	2 ⁱ	29
District Ct, 5th Cir.	1	1	0	0
Total	296	225	71	24%

Note: Total includes positions authorized for FY 1989-90 which were established as of October 5, 1989. A total of 33 vacancies (or 46 percent) involve newly created FY 1989-90 positions. The Judiciary does not have any social workers employed on an emergency hire basis.

^a 8 positions are new as of FY 1989-90.

^b 1 position is new as of FY 1989-90.

^c 6 positions are new as of FY 1989-90.

^d 3 positions are new as of FY 1989-90 (federal grant).

^e 1 position is new as of FY 1989-90.

^f 1 position is new as of FY 1989-90.

^g 2 positions are new as of FY 1989-90.

^h 9 positions are new as of FY 1989-90.

ⁱ 2 positions are new as of FY 1989-90.

Source: Judiciary Personnel Office.

Appendix C
Departmental Breakdown
of Social Worker Positions

Table C.1
Department of Human Services
(FY 1988-89 through FY 1990-91)

UNIT	FY 1988-89			FY 1989-90			FY 1990-91			% Change +/-
	Permanent	Temporary	Total	Permanent	Temporary	Total	Permanent	Temporary	Total	
Evaluation Office (Departmental)	1		1	1		1	1		1	0%
Family and Adult Svcs Division										
Administration	12	2	14	12	2	14	12	2	14	0
Program Development Office	4	6	10	4	6	10	4	6	10	0
Staff Development Office	4		4	4		4	4		4	0
Volunteer Services Office	1		1	1		1	1		1	0
Income Maint Mgt Office	1		1	1		1	1		1	0
Oahu Branch	166	10	176	180	11	191	188	11	199	2
Hawaii Branch	42	9 ^a	51	53	12	65	56	12	68	5
Maui Branch	19	8	27	26	9	35	26	9	35	0
Kauai Branch	17	4	21	25	5	30	27	5	32	7
Vocational Rehabilitation and Services to the Blind Division										
Services to the Blind Branch	2		2	2		2	2		2	0
Health Care Administration Division										
Policy & Program Devt Branch	3	1	4	3	1	4	3	1	4	0
Quality Assurance Branch	2	1	3	2	1	3	2	1	3	0
Community Long-Term Care Branch		8 ^b	8		8	8		8	8	0
TOTAL	274	49	323	314	55	369	327	55	382	4%

^aIncludes 2 exempt positions.

^bAll are exempt positions.

Sources: Department of Human Services, Personnel Office, Printout of Social Worker Positions in the DHS, 9/6/89, and Planning Office, Printout of New Permanent and Temporary Social Worker Positions, 10/27/89.

Table C.2
Judiciary
(FY 1988-89 through 1990-91)

UNITS	FY 1988-89			FY 1989-90			FY 1990-91			% Change +/-
	Permanent	Temporary	Total	Permanent	Temporary	Total	Permanent	Temporary	Total	
Admin. Director										
Child. Advocacy	0	2	2	6	0	6	6	0	6	0%
Public Guardian	0	3	3	11	0	11	18	0	18	65
Program Services	13	6	19	22	0	22	22	0	22	0
Subtotal	13	11	24	39	0	39	46	0	46	18
Family Court, 1st Circuit										
Director's Office	3	0	3	3	0	3	3	0	3	0
Adult Services	14	5	19	20	5	25	20	5	25	0
Child/Youth Services	31	0	31	31	3 ^a	34	31	3	34	0
JIFCS	33	0	33	34	0	34	34	0	34	0
Subtotal	81	5	86	88	8	96	88	8	96	0
Family Court, 2nd Circuit										
Family Court, 3rd Circuit	26	1	27	27	1	28	30	1	31	11
Family Court, 5th Circuit	25	2	27	27	2	29	31	2	33	14
Adult Probation, 1st Circuit	10	0	10	12	0	12	15	0	15	25
District Court, 1st Circuit	51	3	54	53	11 ^b	64	53	11	64	0
District Court, 2nd Circuit	22	0	22	22	0	22	22	0	22	0
District Court, 3rd Circuit	1	0	1	1	0	1	2	0	2	100
District Court, 5th Circuit	5	0	5	7	0	7	7	0	7	0
Subtotal	1	0	1	1	0	1	2	0	2	100
TOTAL	235	22	257	277	22	299	296	22	318	6%

^a Federal grant for intensive probation supervision of juvenile drug/alcohol offenders (3 temporary positions)

^b 8 temporary positions, sex offender program (Act 315, SLH 1989)

Source: Judiciary Personnel Office.

Table C.3
Department of Health
(FY 1988-89 through FY 1990-91)

UNITS	FY 1988-89			FY 1989-90			FISCAL YEAR 1991				
	Permanent	Temporary	Total	Permanent	Temporary	Total	% Change +/-	Permanent	Temporary	Total	% Change +/-
Family Health Services Division	16	3	19	16	4	20	5%	16	4	20%	0
Developmental Disabilities Division	61	2	63	61	5	66	5	61	5	66	0
Community Health Nursing Division	0	2	2	0	2	2	0	0	2	2	0
Community Hospitals Division	17	4*	21	18	4.5	22.5	7	19	5	24	7
Communicable Disease Division	2	2	4	4	3	7	75	4	3	7	0
Mental Health Division	99	28	127	110	43.5	153.5	21	110	42.5	152.5	-.7
Health Quality Assurance Division	1	0	1	2	1	3	200	2	1	3	0
TOTAL	196	41	237	211	63	274	16%	212	62.5	274.5%	.2%

* Includes one exempt Social Worker III position and one temporary Social Worker III position which was abolished on 8/14/89. For purposes of simplification, the abolished position was not removed from the FY 1989-90 temporary count. If the position count had been deleted, the addition of a half-time temporary position in FY 1989-90 would have appeared as a deletion.

Sources: Department of Health, Personnel Office, Printout of Social Worker Positions in the DOH; Community Hospitals Division, Personnel Office, Listing of Social Worker Positions Located Within the Community Hospitals Division, 8/25/89; and Administrative Services Office, Printout of New Social Worker Positions for FY 1989-90 and FY 1990-91, 11/16/89.

Table C.4
Department of Corrections
(FY 1988-89 through FY 1990-91)

UNITS	FY 1988-89			FY 1989-90			FY 1990-91			% Change +/-
	Permanent	Temporary	Total	Permanent	Temporary	Total	Permanent	Temporary	Total	
Oahu Community Corr Ctr	18	2	20	18	1	19	18	1	19	-5%
Women's Community Corr Ctr	3	1	4	3	1	4	3	1	4	0
Hawaii Community Corr Ctr	1	0	1	1	0	1	1	0	1	0
Kauai Community Corr Ctr	1	0	1	1	0	1	1	0	1	0
Maui Community Corr Ctr	2	0	2	2	0	2	2	0	2	0
Hawaii Intake Service Ctr	6	0	6	6	0	6	6	0	6	0
Oahu Intake Service Ctr	14	0	14	14	0	14	4	0	14	0
Kauai Intake Service Ctr	3	0	3	3	0	3	3	0	3	0
Maui Intake Service Ctr	5	0	5	5	0	5	5	0	5	0
Halawa Correctional Fcty	19	0	19	19	0	19	19	0	19	0
Hawaii Youth Corr Fcty	6	0	6	6	0	6	6	0	6	0
Kulani Correctional Fcty	6	0	6	6	0	6	6	0	6	0
Waiawa Correctional Fcty	4	0	4	4	0	4	4	0	4	0
Hawaii Parole Auth	13.5	5	18.5	14	5	19	17	5	22	+14
Institutional Support Services	1	0	1	1	0	1	1	0	1	0
Volunteer Services Staff	1	0	1	1	0	1	1	0	1	0
TOTAL	103.5	8	111.5	104	7	111	107	7	114	+3%

Source: Department of Corrections, Classification and Recruitment Section, Position and Employee Roster Report, 10/12/89.

Table C.5
Department of Education
(FY 1988-89 through FY 1990-91)

UNITS	FY 1988-89		FY 1989-90		FY 1990-91		Total % Change +/-	Total	Total % Change +/-	Permanent	Temporary	Total	Total % Change +/-	Permanent	Temporary	Total	% Change +/-
	Permanent	Temporary	Permanent	Temporary	Permanent	Temporary											
Honolulu District	6	4	6	3	6	3	-10%	10	9	6	3	9	0%	6	3	9	0%
Central District	3	5	3	5	3	5	0%	8	8	3	5	8	0%	3	5	8	0%
Leeward District	4	5	4	5	4	5	0%	9	9	4	5	9	0%	4	5	9	0%
Windward District	4	2	4	2	4	2	0%	6	6	4	2	6	0%	4	2	6	0%
Hawaii District	3	2	3	2	3	2	0%	5	5	3	2	5	0%	3	2	5	0%
Maui District	4	0	4	0	4	0	0%	4	4	4	0	4	0%	4	0	4	0%
Kauai District	2	1	2	1	2	1	0%	3	3	2	1	3	0%	2	1	3	0%
TOTAL	26	19	26	18	26	18	-2%	45	44	26	18	44	-2%	26	18	44	0%

Source: Department of Education, Personnel Certification and Development Section, Position and Employee Roster Report, 10/20/89.

RESPONSES OF THE AFFECTED AGENCIES

COMMENTS ON AGENCY RESPONSES

A preliminary draft of this report was transmitted on February 1, 1990 to the Department of Corrections, Department of Education, Department of Health, Department of Human Services, the Judiciary, the Department of Personnel Services, and the University of Hawaii. A copy of the transmittal letter to the Department of Human Services is included as Attachment 1. Similar letters were sent to the other agencies. Department responses are included as Attachments 2, 3, 4, 5, and 6.

The Department of Human Services stated that the report summarized many pertinent issues related to the shortage and agreed with our recommendation that state agencies should coordinate their efforts and develop strategies to address the shortage problem. However, the department noted that there is disagreement among departments as to the causes of some of the problems and the corrective actions to be taken.

The Judiciary and the University of Hawaii concurred in general with the recommendations. Both the Board of Regents and the president objected to downgrading the educational requirements for social work positions. The president saw an inconsistency between seeking repricing to improve recruitment and lowering educational standards.

As the report points out, there is no consensus about the minimum qualifications for social worker positions. Some administrators believe that all social worker positions should require social work degrees but others maintain that certain social worker positions could be downgraded. Downgrading positions and increasing training opportunities was one of several alternatives proposed. Repricing is another. A combination of actions, taken together, may resolve the shortage problem. There is no one easy solution.

The Department of Personnel Services agreed that the social worker shortage problem is complex. It had numerous comments about statements in the report. A major concern was that the report seemed to focus on the state personnel system and gave inadequate attention to working conditions and workload. The department did not comment on the specific recommendations of the report. It held that the report did not contain sufficient information on recruitment results and turnover/retention, and is thus "unclear how the recommendations actually address the causes of the problem."

STATE OF HAWAII
OFFICE OF THE AUDITOR
465 S. King Street, Room 500
Honolulu, Hawaii 96813



(808) 548-2450
FAX: (808) 548-2693

February 1, 1990

The Honorable Winona Rubin, Director
Department of Human Services
Liliuokalani Building
1390 Miller Street
Honolulu, Hawaii 96813

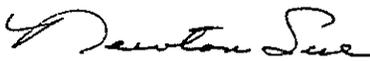
Dear Mrs. Rubin:

Enclosed are three copies, numbers 15 to 17 of our draft report, *Study of the Social Worker Shortage Among State Agencies*. We ask that you telephone us by February 5, 1990, on whether you intend to comment on our recommendations. Should you decide to respond, please transmit the written comments to us by February 9, 1990. We will append your response to the report submitted to the Legislature.

Copies of the report have been transmitted to the Department of Personnel Services, Department of Corrections, Department of Health, Department of Education, Board of Education, the Judiciary, the University of Hawaii, and the Board of Regents of the University of Hawaii for their review. The Governor and presiding officers of the two houses of the Legislature have also been provided copies of this draft report.

Since the report is not in final form and changes may be made, access to this report should be restricted to those whom you might wish to assist you in preparing your response. Public release of the report will be made solely by our office and only after the report is published in its final form.

Sincerely,


Newton Sue
Acting Legislative Auditor

Enclosures

ATTACHMENT 2

JOHN WAIHEE
GOVERNOR



WINONA E. RUBIN
DIRECTOR

ALFRED K. SUGA
DEPUTY DIRECTOR

MERWYN S. JONES
DEPUTY DIRECTOR

STATE OF HAWAII
DEPARTMENT OF HUMAN SERVICES
P. O. Box 339
Honolulu, Hawaii 96809-0339

February 13, 1990

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OFFICE OF THE AUDITOR
STATE OF HAWAII

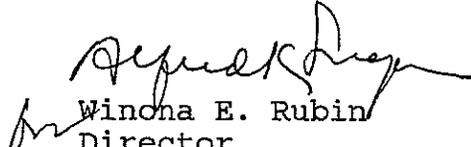
Mr. Newton Sue
Acting Legislative Auditor
Office of the Auditor
465 South King Street, Room 500
Honolulu, Hawaii 96813

Dear Mr. Sue:

Thank you for sharing your draft report, Study of the Social Worker Shortage Among State Agencies, with us. We find the report to be a fairly comprehensive summary of the pertinent issues. There are, of course, divided opinions among different affected State Departments as to the causes of some of the problems and what corrective measures would best achieve the desired results. We particularly agree that State agencies need to coordinate their efforts in seeking solutions and in developing strategies to address the current shortage of social workers.

We appreciate the opportunity to review and comment on this study.

Sincerely,


Winona E. Rubin
Director

ATTACHMENT 3



Adult Probation Division
First Circuit Court
The Judiciary • State of Hawaii

Kaahumanu Hale 777 Punchbowl Street Honolulu, Hawaii 96813

Nathaniel Kim
Probation Administrator

February 6, 1990

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OFFICE OF THE AUDITOR
STATE OF HAWAII

Mr. Newton Sue
Acting Legislative Auditor
Office of the Auditor
465 South King Street, Room 500
Honolulu, HI 96813

Dear Mr. Sue:

The Judiciary would like to respectfully thank you for the opportunity to review your draft report on the Study of the Social Worker Shortage Among State Agencies.

We have found the report to be comprehensive and thorough. As you note in the study, the current shortage of social workers in the State affects all agencies encompassing both recruitment and retention. The Judiciary has sought to address recruitment and retention issues through means noted in the report by offering professional development and career opportunities through its participation in an inter-departmental Accelerated Master's Degree Program; focusing on training programs and skill enhancement; seeking personnel at lower entry-level positions with concomitant emphasis on improved training; and, reviewing professional activities and standards to meet service demands and qualitative requirements.

The Judiciary would concur with the recommendations of the report and is committed to the continuing exploration and development of means which will alleviate the shortage of social workers in the State of Hawaii.

Thank you for this opportunity to comment.

Very truly yours,

NATHANIEL KIM
Probation Administrator

ATTACHMENT 4



Board of Regents of the University of Hawaii

February 6, 1990

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FEB 9 5 13 PM '90

OFF. OF THE AUDITOR
STATE OF HAWAII

Mr. Newton Sue
Acting Legislative Auditor
State of Hawaii
465 S. King Street, Room 500
Honolulu, Hawaii 96813

Chairperson

Dr. Kenneth N. Kato

Dear Mr. Sue:

Vice-Chairperson

Mr. H. Howard Stephenson

In response to your letter of February 1, 1990, relative to your draft report, "Study of the Social Worker Shortage Among State Agencies," in general, we concur with the recommendations of the study. As the report recommends, we will continue to give full consideration and support to the School of Social Work in order to redress the shortage of social workers. We are assured that the School of Social Work supports the formation of, and its participation in, an interdepartmental task force to monitor and assess efforts to maintain effective social services.

Members

Mr. Robin K. Campaniano

Ms. Momi W. Cazimero

Mr. Edward M. Kuba

Dr. Ruth M. Ono

Ms. Diane J. Plotts

Mr. Herbert M. Richards, Jr.

Mr. Roy Y. Takeyama

Mr. John T. Ushijima

Mr. Dennis R. Yamada

We also recognize and agree with the report that salaries and other personnel recruitment and retention problems must be addressed in order to enhance the social work profession in State Government. Resolution of these concerns will greatly assist the School of Social Work in its efforts to attract and graduate increasing numbers of qualified social workers.

We do wish to enter concern related to the downgrading of minimum qualifications insofar as educational requirements are questioned. On page 42, the report mentions the possibility of "downgrading" of social work positions by eliminating the requirement of a social work degree and substituting "training opportunities." On principle, we must object to the concept that inservice training can provide a quality of education comparable with a professional degree program. We could not, therefore, support inservice training as a satisfactory substitute for professional education.

Thank you for giving us the opportunity to comment on the report.

Sincerely,

Kenneth N. Kato
Chairperson, Board of Regents

Bachman Hall 209
2444 Dole Street
Honolulu, Hawaii 96822
(808) 948-8213

KNK:mmm

An Equal
Opportunity Employer

cc: President Albert J. Simone
Dean Patricia Ewalt, School of Social Work

ATTACHMENT 5

UNIVERSITY OF HAWAII

PRESIDENT

February 7, 1990

Mr. Newton Sue
Acting Legislative Auditor
Office of the Auditor
465 So. King Street, #500
Honolulu, Hawaii 96813

RECEIVED
FEB 12 10 45 AM '90
OFFICE OF THE AUDITOR
STATE OF HAWAII

Dear Mr. Sue:

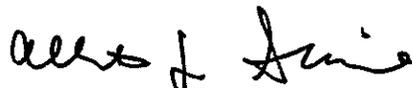
Thank you for the opportunity to comment on the draft study of "Social Worker Shortages Among State Agencies." We are in general agreement with the recommendations contained in the report. We have recognized the social worker shortage in our budget planning and will give full consideration to the School of Social Work in addressing that need.

We are pleased to note that salaries and other problems of recruitment and retention in the public agencies are given attention in the report. Resolution of these problems will, in turn, assist our School of Social Work in attracting increasing numbers of students to its programs.

We do object to any implication that educational requirements for persons who offer social work services to the public should be downgraded, as suggested on page 42 of the report. Professional education cannot be provided through in-service training as this report recommends. There is an apparent inconsistency between seeking repricing for the social work series in order to improve recruitment and at the same time seeking to lower educational standards.

I trust these comments will be of use to your office. If you should require any additional information about the University's role in social work education, please feel free to contact Dean Patricia Ewalt of our School of Social Work.

Cordially yours,



Albert J. Simone
President

cc: Dean Ewalt

ATTACHMENT 6

JOHN WAIHEE
GOVERNOR OF HAWAII



ALFRED C. LARDIZABAL
DIRECTOR

TITUS J.Y. YAP
DEPUTY DIRECTOR

STATE OF HAWAII
DEPARTMENT OF PERSONNEL SERVICES
830 PUNCHBOWL STREET
HONOLULU, HAWAII 96813

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OFF. OF THE AUDITOR
STATE OF HAWAII

February 12, 1990

MEMORANDUM

TO: Newton Sue, Acting Legislative Auditor
FROM: Alfred C. Lardizabal, Director
SUBJECT: Study of the Social Worker Shortage

Thank you for the opportunity to comment on the draft report.

It is apparent that this is a complex issue and, as the report states, "the factors contributing to the shortage of social workers in Hawaii are varied, complex, and not easily resolved.

Enclosed is a description of our comments and concerns.

Enclosure

COMMENTS ON DRAFT REPORT ON SOCIAL WORKER SHORTAGE

Prepared by
Department of Personnel Services

February 9, 1990

This report contains a great deal of useful information. The report, quite correctly, states "the factors contributing to the shortage of social workers in Hawaii are varied, complex and not easily resolved." Within this context, we do have some concerns as follows:

A. Recruitment and retention data.

The objectives of the study were to identify the causes for and effects of the shortage, including an examination of any adverse working conditions and to review the steps taken to address the causes of the shortage, in order to alleviate the shortage and improve working conditions.

If the problem is unfilled positions, it is critical to identify causes, before proposing solutions; e.g.,

- is there a nationwide labor shortage, to what extent;
- is there a local labor shortage, to what extent;
- are there insufficient applicants for state jobs;
- are there insufficient eligibles;
- what are turnover statistics;
- what are recent trends in recruitment/retention for state positions. If trends are apparent, what factors have influenced them.

There is virtually no information on current or recent recruitment results (rather than efforts), and little concrete (rather than anecdotal) information on turnover/retention. Thus, it is unclear how the recommendations actually address the causes of the problem.

B. Inadequate attention to working conditions/workload

There is a single paragraph on page 33 which indicates that workload, rather than salaries per se, are a part of the problem. It is our understanding that numerous meetings with DHS administrators have been required because of worker dissatisfaction with various aspects of the work situation including but not limited to workload. Page 37 mentions, but does not elaborate on, 101 recommendations made by a DHS management review team.

There is also clear indication that different programs have vacancy problems of different magnitudes. Yet, not even a single subsection of the report deals with the impact of working conditions (workload, type of clientele, program requirements, etc.) on the perceived problem of high vacancies and a shortage of workers. Instead, the Chapter titled "Factors Contributing to the Shortage of Social Workers" is devoted exclusively to the personnel system, following a brief discussion of one aspect of supply and demand.

D. Emphasis on salary

There is a common belief that increasing salaries will create worker satisfaction and high morale. However, human resource research and literature indicates that while salaries are an inducement to employment and may be a source of dissatisfaction, they do not solely contribute to worker satisfaction or morale. Within this context, worker contentions that they would be happy if they were paid more can be viewed as either naive or self serving. Clearly, if happiness on the job were, in fact, so easy to achieve, the substantial increases over the past few years accorded to CPS social workers should have resulted in "very happy" employees. Yet it is apparent that the most discontented social workers, those in CPS, are those who have been paid the most for the past five years.

It is in the area of salaries that the lack of concrete data on recruitment and retention creates the most difficulties. The relationship between salaries and actual factual data on recruitment and retention would be most illuminating in actually discerning the causes of the problem and pointing toward realistic solutions. There is some indication, on page 31, that workers are leaving their agencies for jobs with lower pay rates which are perceived as having more desirable working conditions. This should be more fully discussed as a prelude to the recommended actions.

E. Collective bargaining

It should be made clear that the basis wage schedule of rates and movement through steps is a prerogative of the collective bargaining process. These negotiated schedules should be competitive for vast majority of positions since the shortage process was intended to deal with limited, atypical, occupational shortages.

Simply because of the volume of information provided in the report on pay differentials, it is possible that some readers may assume that such differentials are the heart of the State's wage program and that it is the shortage category process that creates some of the identified problems, e.g., the bunching of experienced workers with new workers, etc.

A recent study by an outside consultant indicates substantial inadequacy in the hiring rates for many BU 13 positions. Increased reliance on the shortage process, with attendant and inevitable dissatisfactions on who gets how much, appears inevitable.

While the purpose of the report is not to address such cross occupational concerns, the limited role of shortage rates, in the larger wage program of the State, should be recognized.

F. Manpower utilization

There is a startling sentence on page 43 which states that social workers reported spending as much time (25%) on paper work as they do in contact with clients. This issue deserves further assessment and amplification in view of the primary concern of insufficient workers.

G. Comparative data

It would be illuminating to provide some small measure of comparative data, so that the statistics on vacancy rates and pay could be seen in context. The State is experiencing a substantial, across the board, shortage of professional workers in almost all occupations. Estimates, last spring, indicated a vacancy rate of 25% in bargaining unit 13, Professional and Scientific Employees. While wide-spread prevalence of vacancies is not being proposed as a desirable condition, it does indicate that the situation in DHS, where vacancy rates of 21% are being experienced, is not unique nor an atypical problem.

H. Temporary versus permanent positions

One additional factor which can contribute to high vacancies and turnover when unemployment is low is the existence of temporary positions. Most workers simply will not accept or remain in temporary positions when permanent jobs are available. DPS data indicates DHS, DOC and DOH have significant numbers of temporary Social Worker I-IV positions (13%, 19% and 19%, respectively).

I. Detailed corrections/clarifications

In addition to these general concerns, detailed corrections/suggestions as follows:

- | | Report
Page |
|---|----------------|
| 1. "Social Worker II is an advanced trainee or semi-professional." | 3 |
| 2. "Applicants without social work degrees must qualify by passing written examinations." | 4 |

This is not correct. All classes within the social worker series are considered professional.

Our current class specifications for the social worker class series require that all Social Worker I applicants qualify on an appropriate examination. DPS administers a written test for Social Worker I recruitment programs. This ranking test measures applicants' knowledges in basic skills such as analytical problems, vocabulary and english usage, reading comprehension, etc. (hereinafter basic skills test).

For Social Worker II and higher levels, all applicants are required to qualify on a pass/fail written test which measures knowledges of social work, concept theories, principles and practices (hereinafter social worker skills tests). However, the following applicants are waived from taking this qualifying written test: 1) applicants who possess a bachelors or masters degree form an accredited school of social work, 2) applicants who have successfully completed at least one year of graduate study from an accredited school of social work and 3) applicants who have previously qualified on this test. For non-competitive actions, this test may be waived for the Social Worker II and higher level classes.

- | | |
|--|---|
| 3. "The diagnostic team <u>may</u> also include speech pathologists psychological examiners, educational evaluators, diagnostic prescriptive teachers, and other professionals." | 5 |
|--|---|

In addition to social workers, the diagnostic team consists of a psychological examiner, educational evaluator/diagnostic prescriptive teachers, speech pathologists, and other diagnostic professionals, e.g., occupational therapists and physical therapists.

4. "Organization. Civil service positions in the executive branch are broadly administered by the Department of Personnel Services." 8

A more correct statement is that the Executive Branch civil service personnel system is broadly administered by the DPS within the parameters of the civil service law and negotiated contracts.

5. "However if DPS finds it cannot recruit qualified applicants at the entry rate set in the compensation plan, it can recommend that a 'shortage' be declared for the specific class or subclasses. This allows the State to hire new employees at a higher step in the salary range." 9

This is not technically accurate. DPS can recommend that a shortage be declared for a specific class or class specialty areas. This allows the State to hire new employees at a higher rate in the salary range.

6. "Currently, the following classes of social workers are declared to be in shortage: 1) social workers from levels I through VI at the Department of Corrections and Department of Health; 2) CPS and CPS-related social workers from levels I through VI at the Department of Human Services; and 3) general social workers from levels III to IV at the Department of Human Services." 9

Currently, the following classes of social workers are declared to be in shortage: 1) social workers from levels I through IV at the Department of Corrections and Department of Health; 2) CPS and CPS-related social workers from levels I through IV at the Department of Human Services; and 3) general social workers from levels III to IV at the Department of Human Services. Social Workers V and VI at Departments of Corrections, Health and Human Services have been declared to be related shortage classes.

7. "The objective [retention differential] was to retain experienced employees in shortage categories." 9

The objective of this administration bill was to address the complaint of experienced workers that their pay was identical to that of new hires, when raised hiring rates were authorized for new hires by shortage declarations.

8. Table 4.1 20

Title should read: "Entry-level Salaries for State Social Workers Not in a Shortage Category."

9. Table 4.2 21

Title should read: "Entry-level Salaries for State Social Workers in Shortage Categories."

10. Table 4.3 22

The 12/1/89 Adjustment should be identified as "Combined With CPS Related and Increase in NES"

The 7/1/90 Adjustment should be identified as "Negotiated Adjustment and proposed Repricing Adjustment."

11. "This Social Worker IV, with four and a half years 23
experience, makes only four percent more than a new
hire."

This percent differential over new hires is more than the differential for workers with similar experience who are not in shortage classes. Such workers are paid the same as new hires. In both cases, the compaction is due to the negotiated wage adjustments for Unit 13 which place such workers on the same step (See Attachments A and B), not to the shortage category process.

12. "During the study, Social Workers often compared 25
their salaries to those of teachers and nurses."

The discussion immediately following this statement moves directly to the issue of pricing/repricing. However, the issue is one of salaries (i.e., negotiations), not SRs (i.e., pricing). Salaries are negotiated through collective bargaining. At present, an RPN III receives an entry salary of \$30,684, while the Social Worker III receives an entry salary of \$22,668, although the nurse is only one SR higher than the social worker.

On 7/1/90, both classes will be repriced to SR 20. Despite the equivalency of salary range, the nurse will continue to enjoy a starting rate which is \$8,604 more than the Social Worker because the negotiated salary schedules for BU 9 and BU 13 are significantly different (RPN III, SR 20, BU 9 = \$34,896; SW III, SR 20, BU 13 = \$26,292).

The purpose of pricing and repricing is not to restore salary differences which occur as a result of legitimately negotiated collective bargaining contracts.

13. Table 4.6

27

Entry salaries for teachers should be clarified.

Because of the structure of the table, and lack of narrative descriptive material, the impression given is that a person with 5 years of college plus 15 credits will be hired as a Class IV teacher at \$24,851, etc.

According to DOE, the maximum class for a new hire is Class III. Thus, the maximum "entry rate" for new teachers is \$24,218.

14. Table 4.7

28

This table is misleading. It is titled "Entry level Salaries for RPNs."

However, the rates shown are job rates, not entry rates.

Since this entire section deals with entry salaries, the actual entry rates should be shown. Attachment C provides the correct rates.

The fact that some nurses, with prior experience, can progress across the range rapidly has to do with contract provisions on step movements and could be so footnoted. Nevertheless, Step D is not the entry rate.

15. "The factors contributing to the shortage of social workers in Hawaii are varied, complex and not easily resolved."

29

It is not clear from the report whether there is an overall shortage of Social Workers (in Hawaii) or whether there is a special shortage of state employees.

Whether there are enough social workers in the labor market and whether there are enough who want to work for the State are pertinent to addressing the fact that the State has a significant number of vacancies.

Current graduation statistics do not address this overall issue, although they may be useful as a guide in considering the maximum number of new positions which should be created.

16. "Most social workers surveyed felt that inadequate pay was the most important factor in the State's inability to recruit and retain social workers." 31

Factual data on the labor market; and recruitment, selection and retention rates would be helpful in reaching sound conclusions.

Pay may not be the only factor in retention...elsewhere in the report (p. 31) it is noted that some social workers leave higher paying State jobs for lower paying jobs because of working conditions.

17. "The state personnel system has been unable to satisfy the salary concerns of many social workers..." 31

The State personnel system is an entity affected by the external decisions and various laws (e.g., collective bargaining, civil service, PECAB, Civil Service Commission, legislation, etc. Salary is not the jurisdiction of one single agency.

18. Summary of Findings 32

Adding summary information on the impact of program and workload factors on recruitment/retention would be useful.

19. "Dissatisfaction with salaries is related to increased workload due to prolonged vacancies in certain units..." 33

The intrinsic issue is one of workload, not pay.

"...or new workers making almost as much as senior workers"

The bunching of employees at or near the entry rate is the result of negotiated placement of employees on steps and is evident throughout Unit 13. It is not unique to social workers or classes on shortage category.

"...the two primary methods have been shortage... and repricing"

The role of collective bargaining in setting salaries should be mentioned.

20. Negative impacts of differential pay 33

This paragraph merely indicates that each group of social workers compares themselves to all others and would prefer to achieve or maintain any special salary recognition available.

21. Implies that experienced workers and supervisors make only a little more than new hires because of shortage category. 34

This is not correct. The CPS worker with 4 1/2 years experience makes 4.1 percent more than the new hire CPS worker. All other SR 21 employees with 4-1/2 years of experience in non shortage classes make the same rate as new hires (i.e., 0% difference). In both cases, this clumping of employees at the lower steps is due to negotiated placement of employees on steps, not to the shortage category process.

Social work supervisors and others at higher levels receive pay rates which exceed those of workers and new hires. Again, while the percent may be small, it is the same percent as that received by supervisors in accordance with negotiated contracts who are not on shortage category.

22. "Retention differentials are paid out of a fund from which all agencies can draw." 34

This fund was established only for first year costs, since the timing of the statutory change did not permit agencies to budget for these additional resource requirements.

23. "Shortage pay does not appear to have made any significant impact on reducing the shortage." 34

Shortage differentials are intended to attract applicants to State jobs not to reduce an overall labor shortage. CPS, which has had shortage differentials for the longest time and in the greatest amounts, also has one of the lower vacancy rates. It would therefore appear that

the shortage category designation did have a positive effect in CPS. Certainly, the positive effect of shortage differentials in other occupations has been apparent. If the study data actually indicates that there has been no positive effect in CPS, it is likely that other factors are playing a significant part.

24. "...it may be more effective to examine alternatives ...such as repricing." 34

The existing salary range assignment process is one of internal alignment or "equal pay for equal work."

Repricing, as suggested solely to achieve a higher pay rate, would be in conflict with the current salary range assignment system and usurps the negotiation process which is, at this time, the exclusive determinant of pay schedules for employees covered by collective bargaining.

25. "...Registered Professional Nurse III. The conference rejected the request because the comparison crossed bargaining units." 34

Add: "However, as noted below, the conference did reprice the class Social Worker III to SR 20. PECAB believed the cross bargaining unit comparison should be made and also repriced the Registered Professional Nurse III to SR 20 as requested by the HGEA, thus achieving the equality desired in the DHS request."

26. Paragraphs 1-3 discuss benchmarks. The discussion implies that were social workers not a benchmark they would have been repriced. 34

This is misleading since all classes are tied to each other, not just benchmarks. A review of the Conference report indicates that the repricing request was not denied because SW are a benchmark, but because the level of work was not equivalent to that of the referenced class at SR 21 (copy attached). The same conclusion, based on relative difficulty and complexity, was reached by PECAB (copy attached).

27. The report also says "no one" understands why social workers are a benchmark, implying that it is a frivolous choice. 35

PECAB rules establish the criteria for the selection of benchmarks. The purpose of benchmarks is to provide primary reference points for the internal, cross-occupation, comparisons needed in an "equal pay" system and also to provide reference points by which the employer's salaries can be matched with those of other employers. The Social Work occupation fulfills these purposes better than many other, government unique, social service occupations. Thus, its selection as a benchmark.

28. "They contain the names of applicants previously rejected or already hired elsewhere." 35

They may contain the names of applicants previously interviewed and not selected. Eligibles not selected for the jobs must be referred again unless otherwise suspended or removed for just reason.

29. "Some program administrators complained that the DPS list of eligible applicants is obsolete, that applicants are not properly screened, or that the process takes so long that applicants find jobs elsewhere." 36

Applications are properly screened by DPS; however, applicants may not have previous corrections social work.

30. "Delegation is by class of worker." 37

This is not correct. Delegation is by class of work.

31. "DPS still announces and receives social worker applications, which it routes to DHS. DHS screens all applications. It gets the applicants on a list and certifies the names. However, DHS is not geared up to handle examination activities at this time. If the social work examination is eliminated, DHS will have been delegated complete authority for recruitment actions." 38

DHS administers training and experience examinations for applicants who have been determined to meet MQRs for these classes. Since DHS cannot handle written examinations at this time, DPS continues to administer all written examinations for these classes. DHS rates all the applications. It establishes the applicants on a list and certifies the names. However, DHS is not geared up to handle written examination activities at this time. If the social work written examination is eliminated, DHS will have been delegated complete authority for recruitment actions.

32. "There was a proposal before the Legislature which would have allowed DHS to bring mainland candidates to Hawaii for two years on exempt status. This was fought by the union." 39

DPS has resubmitted a recruitment incentive bill to the 1990 legislative session.

33. "Dissatisfaction with State hiring practices." 35

A separate response is being prepared at this time under another cover. The essential focus, however, is on the need for automation and professional staff resources--given the current restrictive personnel laws. Secondly, the philosophy and intent of the civil service law and the "system" under which it operates, needs to be reviewed.

34. "Job satisfaction" 39

This entire section may warrant some thought.

As reported, pay is the least satisfying aspect of these workers' jobs. Yet, they are paid more than other workers' with comparable responsibilities and, as noted in the report, leave their agencies for jobs with lower pay rates. It is apparent that something else, other than pay, is going on. Identification and discussion of the "something else" would be useful.

35. "The decision to eliminate this examination now rests with the director of DPS." 42

Although no final decision has been made to date concerning eliminating the social worker skills written test, another option has been discussed. This option is to use this written test as a diagnostic tool during the initial probationary period.

- 36."However, many program administrators and social workers at the corrections department questioned whether the examination was relevant to corrections social work." 43

The social worker skills written examination is relevant to corrections social work. The former Women's Correctional Facility Administrator fully participated in a recent review and revision of this social worker skills written test.

- 37."The DPS social work examination for social workers II, III, and IV has a passing rate of 35 percent." 43

The DPS social worker skills written examination for Social Workers II, III and IV has a passing rate of 41 percent.

dhksw:cmmntsla

CHILD PROTECTIVE SERVICES7/1/85 - Initial Appointment

SW IV SR 21 B \$1718 (BP) + \$214 (SD) = \$1932

7/1/86 - Negotiated Adjustment And Upward Adjustment of NES

SW IV SR 21 B \$1770 (BP) + \$273 (SD) = \$2043

10/1/87 - Absorbed Shortage Differential Into Base Pay And Then Received Negotiated Adjustment

SW IV SR 21 F \$2171 (BP) + \$0 (SD) = \$2171

10/1/88 - Negotiated Adjustment

SW IV SR 21 G \$2280 (BP) + \$0 (SD) = \$2280

3/1/89 - Upward Adjustment Of New Entry Salary

SW IV SR 21 G \$2280 (BP) + \$211 (SD) = \$2491

7/1/89 - Negotiated Adjustment

SW IV SR 21 L1 \$2431 (BP) + \$190 (RD) + \$41 (SAD) = \$2662

12/1/89 - Combined CPS and CPS Related Shortage Categories And Retitled As Child Welfare Services Shortage Category With A Higher New Entry Salary

SW IV SR 21 L1 \$2431 (BP) + \$250 (RD) + \$0 (SAD) = \$2681

7/1/90 - Negotiated Adjustment

SW IV SR 21 D \$2563 (BP) + \$197 (RD) + \$13 (SAD) = \$2773

7/1/90 - Repricing Adjustment

SW IV SR 22 D \$2666 (BP) + \$137 (RD) + \$13 (SAD) = \$2816

*Total compensation decreased because increase to base pay is less than decrease to retention differential. Corrective action probable to insure no decrease.

NON-SHORTAGE

7/1/85 - Initial Appointment

SW IV SR 21 B \$1718 (BP)

7/1/86 - Negotiated Adjustment

SW IV SR 21 B \$1770 (BP)

10/1/87 - Negotiated Adjustment

SW IV SR 21 C \$1904 (BP)

10/1/88 - Negotiated Adjustment

SW IV SR 21 D \$2093 (BP)

7/1/89 - Negotiated Adjustment

SW IV SR 21 E \$2225 (BP)

7/1/90 - Negotiated Adjustment

SW IV SR 21 A \$2279 (BP)

7/1/90 - Repricing Adjustment

SW IV SR 22 A \$2369 (BP)

ABBREVIATIONS

BP - Base Pay
SD - Shortage Differential
RD - Retention Differential
SAD - Salary Adjustment Differential

Table 4.7
Entry-Level Salaries for Registered Professional Nurses

Title	Experience Requirement	7/1/89	7/1/90*	Percent Change
Registered Professional Nurse II	0 years	(SR-16A) \$ 24,120	(SR-18A) \$ 27,540	14%
Registered Professional Nurse III	1/2 years	(SR-19B) \$ 30,684	(SR-20B) \$ 34,896	14%
Registered Professional Nurse IV	1-1/2 years	(SR-21B) \$ 33,384	(SR-22B) \$37,944	14%
Registered Professional Nurse V	2-1/2 years	(SR-23B) \$ 36,312	(SR-24B) \$ 41,268	14%
Registered Professional Nurse VI	3-1/2 years	(SR-25B) \$ 39,504	(SR-26B) \$ 44,904	14%

DOC:TABLE47

~~It is the Conference's evaluation that the nature of work performed by the subject and comparative classes are not comparable, and it is clear that the work of the Income Maintenance Worker II (S) is substantially more complex than that of the Social Service Assistant IV (S). Therefore, the Conference recommends that the Social Service Assistant IV (S), BU 03, remain priced at SR 11.~~

SOCIAL WORKER I (S), BU 13, SR 12

RECOMMENDATION: No Change

Source and Reasons for Request: HGEA

The HGEA requests that the class Social Worker I (S), BU 13, be repriced to SR 15 based upon a comparison with the class Income Maintenance Worker II (S), BU 03, SR 12. The union contends that the level and scope of work performed by the subject class is greater than that of the comparative class and that the minimum qualification requirements of the subject class exceed those of the comparative class. The union also cites comparability of salary ranges. Should favorable action be granted, the HGEA requests that the Judiciary's Social Worker series also be repriced to maintain proper pricing relationships.

Conference Rationale: This request utilizes a cross bargaining unit comparison and the union has not specified any compelling reason(s) as to why the cross bargaining unit comparison should be allowed. As such, the comparison is

inappropriate.

In addition, the union's argument relative to the comparability of salary ranges is no longer applicable in light of the modification of the professional pricing pattern. With the change, the class Social Worker I (S) will be repriced from SR 12 to SR 16.

In view of the foregoing, this request is moot.

SOCIAL WORKER III (S), BU 13, SR 18

RECOMMENDATION: No Change

Source and Reasons for Requests: Department of Human Services and HGEA

The Department of Human Services requests that the class Social Worker III (S), BU 13, SR 18, be repriced to SR 19, based upon alleged similarities in nature and complexity of work with the class Registered Professional Nurse III (S), BU 09, SR 19.

The HGEA requests repricing of the Social Worker III to SR 21 based upon a comparison with the class Mental Retardation Case Coordinator (S), BU 13, SR 21. The union contends that the nature, scope and level of work performed by the subject and comparative classes are comparable, and that the minimum qualifications are also comparable. Should favorable action be granted, the HGEA requests that the remaining classes within the series also be repriced to maintain proper internal alignment. In addition, the union requests that the

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Judiciary's Social Worker series be similarly repriced.

Conference Rationale: The Department of Human Services' request utilizes a cross-bargaining unit comparison and no compelling reasons are cited to justify the comparison. Therefore, the Conference finds this request faulty.

As to the union's request, it is important to note that Social Worker III (S), is a benchmark class for the Social Services, Public Employment, and Allied group (Group III). Extreme caution must be used when considering the repricing of any benchmark class because such repricing could eventually result in the repricing of related classes among all jurisdictions.

Since the Mental Retardation Case Coordinator IV (S) is assigned to Group III, and inasmuch as the Social Worker III (S) is a benchmark class for that group, the current SR assignment for the Social Worker III (S) is controlling.

The union claims that the nature of the work performed by the subject and comparative classes are comparable since they are both responsible for assessment, development, implementation and monitoring of treatment plans for clients. The HGEA also claims that the level and scope of work are comparable because both classes represent journeymen responsible for providing the full range of services. These contentions are true only on a superficial basis. To illustrate this point, both the Social Worker III (S), SR 18,

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and Social Worker IV (S), SR 21, type 1, are responsible for assessment, development, implementation and monitoring of treatment plans for clients. However, the Social Worker III (S) deals with the full range of cases, whereas the Social Worker IV (S), type 1, handles the most complex cases presenting a wide range of psychosocial problems. The higher pricing for the Social Worker IV (S), type 1, is warranted due to the greater average complexity of the cases handled.

As the class title indicates, the clients of the comparative class are mentally retarded. In addition, many of them have multiple and complicated medical problems (i.e. seizures, being fed through the nose, etc.) and/or are abusive to others. Therefore, the full range of cases handled by the Mental Retardation Case Coordinator IV (S) are comparable to those handled by the Social Worker IV (S), type 1. Additionally, the Mental Retardation Case Coordinator IV is responsible for ensuring appropriate treatment plans covering the majority of the waking hours of assigned residents and involving coordination and monitoring of the activities of staff, outside agencies, and other professionals. Thus, the complexity and responsibility of the work of the Mental Retardation Case Coordinator is at a higher level than that of the Social Worker III.

The union cites the comparability of minimum qualification requirements as an indication that the subject and comparative classes should be priced the same. However, minimum

qualification requirements are not a pricing factor per se. The related knowledge and abilities is only one of the many factors which must be considered in determining appropriate salary range relationships.

In view of the above, the Conference strongly recommends that the Social Worker III (S), BU 13, remain priced at SR 18.

RECREATION DIRECTOR IV (H), BU 13, SR 21

RECOMMENDATION: No Change

Source and Reasons for Request: HGEA

The HGEA requests that the class, Recreation Director IV (H), BU 13, be repriced from SR 21 to SR 24 based on contended comparability to the referenced class, Recreation Director V (C&C), BU 13, SR 24. The union contends that the nature and variety of work are similar in that both classes are responsible for supervising and coordinating recreation programs in an assigned geographic district, and that their level and scope are similar as both classes are the highest supervisory and administrative levels in their respective series. The union further contends comparability in the alignment of the entire series with that of the City and County of Honolulu, and that other classes in Hawaii's series should be repriced if favorable action is taken on the subject class.

Conference Rationale: The Recreation Director series was established in the County of Hawaii as a result of a reorganization of the Recreation Division in 1988. The

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1/3/90

SOCIAL WORKER III SR-18, BU-13
SOCIAL WORKER IV SR-21, BU-13

Action: No change.

HGEA seeks the repricing of the Social Worker III, SR-18, and Social Worker IV, SR-21, to SR-21 and SR-24 respectively, based on a comparison of the Social Worker III with the class Mental Retardation Case Coordinator (S), SR-21, BU-13.

The Board agrees with the Conference evaluation that the Social Worker III functions at a lower level than the referenced Mental Retardation Case Coordinator, so that the former class is properly priced in relation to the latter. The class Social Worker IV is also deemed to be properly priced as no compelling reasons were presented to conclude otherwise.

