The Development of National Social Service Programmes

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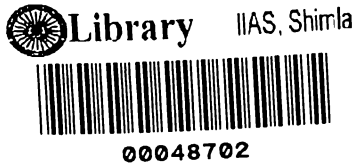
The Development of National Social Service Programmes

REPORT BY THE GROUP OF EXPERTS
APPOINTED BY THE SECRETARY-GENERAL
OF THE UNITED NATIONS

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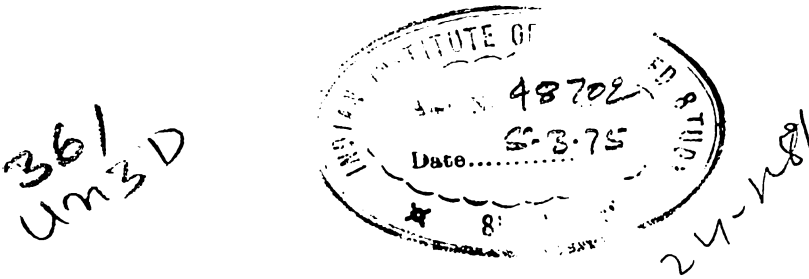Department of Economic and Social Affairs
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FOREWORD

For several years particular importance has been attached in the work programme of the Economic and Social Council to problems of the planning, organization and administration of broad social welfare programmes and to the role of social services in over-all development plans.

The Report on a Co-ordinated Policy regarding Family Levels of Living,[1] which was prepared in 1957 by a group of experts at the request of the Economic and Social Council, stressed the need for a comprehensive approach to policies relating to social insurance, social assistance and social services, and suggested guiding principles for the development of co-ordinated social welfare programmes designed to maintain and improve family levels of living.

Among the problems raised in this report which needed more detailed examination were, in particular, those concerning the role of social services within the broader framework of social policy: What is the scope and content of a national social service programme? What principles should guide the planning, organization and administration of social services at various stages of national development? What is the contribution of social services and social work to comprehensive programmes of social development relating to urbanization, community development and the improvement of family levels of living?

Recognizing the need for further study of these questions, the Economic and Social Council at its twenty-fourth session (July 1957) adopted a resolution (663 G (XXIV)) inviting the Secretary-General to refer the consideration of the subject of social services to a group of experts highly qualified in this field and representative of countries at varying stages of economic development.

The experts met in New York from 19 January to 6 February 1959 and prepared a report entitled "The Development of National Social Service Programmes" which was submitted, together with the observations of the Secretary-General thereon, to the Social Commission at its thirteenth session (April-May 1959).

The questions which were raised by the Social Commission during the discussion of the experts' report included the definition of the term "social service", the importance of "social action", the establishment of priorities among social service programmes, the role of voluntary agencies, the administrative organization of social services, and the action to be taken by the United Nations as a follow-up of the findings of the experts.[2]

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[1] United Nations publication, Sales No.: 1957.IV.7.

[2] *Official Records of the Economic and Social Council. Twenty-eighth session, Supplement No. 11* (E/3265/Rev. 1).

At its twenty-eighth session (July-August 1959), the Economic and Social Council considered the report of the experts and adopted a resolution (731 D (XXVIII)) in which it expressed appreciation of the work of the experts and requested the Secretary-General to invite the comments of Governments, the specialized agencies concerned, and appropriate non-governmental organizations, on the experts' report and on his observations thereon. The Secretary-General has already given effect to the terms of this resolution. Moreover, the Council recognized that the questions relating to the administrative organization of social services in countries at different stages of economic development and with different social structures, would require additional study, and authorized the Secretary-General to convene an expert group of key national social welfare officials to analyse recent national experience and to identify underlying principles and effective methods in the organization and administration of social services. Steps are now being taken by the Secretary-General to convene this new group of experts early in 1961.

This publication contains: the Report on the Development of National Social Service Programmes; the observations of the Secretary-General on this report; and resolution 731 D (XXVIII) of the Economic and Social Council.

I. REPORT BY THE GROUP OF EXPERTS

ON

SOCIAL SERVICES

LETTER OF TRANSMITTAL

to the Secretary-General of the United Nations

We have the honour to submit herewith the report on the development of national social service programmes which we were invited to prepare in pursuance of resolution 663 G (XXIV) of the Economic and Social Council.

We are happy to record that we reached unanimous agreement on a definition of social service, on certain basic principles and concepts, on the relation of social service to other disciplines and to broad social programmes such as programmes of urbanization, community development and social security and on the conclusions set forth in this report. The time at our disposal and the magnitude of the subject under consideration have not permitted us to explore completely all of the principles and programmes discussed herein. We have indicated certain directions which national programmes of social service may follow in the hope that this report may prove useful as a starting point for further studies undertaken at the national and international levels.

Respectfully yours,

New York
6 February 1959

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PREFACE

1. The report which follows has been prepared by a group of eight experts, convened in accordance with resolution 663 G (XXIV) of the Economic and Social Council. The group was established to "advise on (*a*) the scope and contents of national social service programmes and the establishment of priorities in the implementation of such programmes, taking into account economic, cultural and other variations; (*b*) the specific contribution of social services, particularly family and child welfare services, to programmes relating to community development, urbanization and the improvement of family levels of living."

2. The full text of the Council resolution is attached as annex I to this report. In accordance with the provisions of this resolution detailed terms of reference were established for the group of experts as follows:

"To advise the Secretary-General of the United Nations on concepts and principles relating to the development of national social service programmes, and more particularly:

"(*a*) *To review* the relevant experience of countries at varying stages of economic development in order to define the objectives, methods and various types of social services;

"(*b*) *To analyse* the specific contribution of social services, particularly family and child welfare services, and their relationship to other services and measures in broad social programmes such as those relating to community development, urbanization and the improvement of family levels of living;

"(*c*) *To recommend* guiding principles for the planning and the implementation of national social service programmes, taking into account the economic and social conditions in the countries concerned."

3. The following persons served as members of the group:

Miss Helena Iracy Junqueira (Brazil), elected Chairman

Mr. Wilfred H. Chinn (United Kingdom), elected Rapporteur

Mr. Simeon Bankole-Wright (Nigeria)

Mr. Yehia H. Darwish (United Arab Republic—Egypt)

Mrs. Hansa Mehta (India)

Mr. James Riby-Williams (Ghana)

Mrs. Branka Savić (Yugoslavia)

Mr. Charles I. Schottland (United States of America)

4. The group held meetings at United Nations Headquarters in New York during the three-week period 19 January – 6 February 1959 inclusive. It was assisted in its deliberations by members of the Secretariat of the United Nations, including representatives of the United Nations Children's Fund (UNICEF). Representatives of the International Labour Organisation, the Food and Agriculture Organization of the United Nations and the World Health Organization also attended and took part in the discussions.[1]

5. Because the term "social service" as used in various countries and contexts has widely different meanings, it was essential to adopt a working definition suited to the terms of reference of the group. Especially when used in the plural, it may be an inclusive term to cover the wide field of social programmes, such as health, education, home economics, housing, social security, labour, etc. On the other hand, "social service" is frequently identified with the field of professional social work and "social services" is used to describe social agencies in which social work is the primary discipline. In the light of the term of reference of this group of experts and the discussions in the Social Commission and the Council prior to the adoption of resolution 663 G (XXIV), it was assumed that social service would be considered in the latter meaning as an aspect of social policy which excludes detailed examination of the "social services" in the broader sense.

6. Accordingly, for the purpose of this report, social service is defined as an organized activity that aims at helping towards a mutual adjustment of individuals and their social environment. This objective is achieved through the use of techniques and methods which are designed to enable individuals, groups, and communities to meet their needs and solve their problems of adjustment to a changing pattern of society, and through co-operative action to improve economic and social conditions. The methods of approach to these problems, and the organized activity which is required to deal with them, involve a variety of governmental and non-governmental activities in a number of fields which are discussed in the following chapters. A more detailed discussion of the aims and means of social service as thus defined is provided in annex II.

7. In the above-mentioned resolution, the Economic and Social Council referred to the *Report on a Co-ordinated Policy regarding Family Levels of Living* prepared by a previous group of experts.[2] The present report deals with an important aspect of such policy, namely the role of social service and its contribution to the improvement of levels of living. Although dealing with the subject from a different angle, the authors of the previous report arrived at certain conclusions which were endorsed by this group, and some of the important findings of that report are referred to in the pages which follow.

8. In connexion with its main terms of reference, the group was asked for its technical opinion on a report concerning the possibilities of UNICEF aid for social services for children. The discussions of the group on this subject are summarized in annex III.

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[1] The United Nations Educational, Scientific and Cultural Organization was invited to participate but, owing to unexpected circumstances, was not able to do so.
[2] United Nations publication, Sales No.: 1957.IV.7.

INTRODUCTION

1.   The most distinctive feature of life in this century is the rapidity of technological, political and social development. This development, which has revolutionary force in many areas of the world, has a profound impact on social structure, spiritual values and political theory. Its effect on the individual human being and his place in society is imperfectly understood. He is caught up in a process over which he has little or no control, and too often the pace of technological and economic development is so rapid that little thought is given to the human element in development programmes. The application of scientific research and the increase in material resources tend to become ends in themselves, and with the consequent rise in material standards, human values are liable to be overlooked.

2.   They are not, however, ignored completely but, in many countries, the pace of change is so rapid that Governments have no time to give due weight to the social and human consequences of that change or to make effective use of the increasing knowledge of human behaviour and of developing experience in the field of human relations. This is particularly true of the new nations which are being born and those areas of the world which are undergoing an industrial revolution telescoped into a fraction of the time taken to industrialize the countries of Western Europe and North America. Towns are springing up almost overnight, peasant farming is giving place to large-scale methods of agriculture, mechanization and technological processes are introduced in countries which, a few short years ago, were not even on a money economy.

3.   Industrialization, whether gradual, as in many western countries, or rapid, as in many newly developing countries, has brought in its train many problems. In countries where industrialization has been gradual in its initial stages, there is still the heritage of urban slums, unplanned towns, inadequate cultural and recreational facilities and recurring human problems associated with continuing social change. In countries undergoing a rapid process of industrialization or of urbanization, and where contact with other cultures has been facilitated by modern methods of transportation and communication, traditional values and customs have ceased to operate, or are in the process of disruption giving place to new cultural and social patterns.

4.   It is, therefore, of paramount importance that in this period of rapid change, which differs only in degree from country to country, the social implications should be clearly recognized, and that steps should be taken both to alleviate the strains and stresses placed on human society and its basic unit, the family, and to provide programmes of social development designed to prevent individual maladjustment and social

disruption as well as to ensure that economic development contributes to the welfare of the population.

5.   It is commonly accepted that the effective development of a country requires a balanced approach from both the economic and social aspects; it is difficult to distinguish between these two aspects of development. They should be complementary and, at any particular stage of development, it should be possible to change the emphasis from the one to the other as the occasion demands. In many developing countries the emphasis has, for obvious reasons, been on economic development and there is little or no observable balance. Development programmes were frequently drawn up without reference to their social consequences, and no provision was made to consider the human resources on which such development depends and in whose interest it should operate.

6.   It is the responsibility of Governments to ensure the promotion of social services designed to deal with the social effects of programmes of economic and social development.

7.   It is hoped that this report will be of help to Governments in planning their social policy and to the United Nations and other international agencies in advising on the contribution social service has to make in the broad field of social development.

THE SCOPE AND CONTENT OF NATIONAL SOCIAL SERVICE PROGRAMMES

A. Factors affecting the development of national social service programmes

8. Governmental social policy is both influenced by and must take into account the demographic, economic, political, social, cultural and administrative conditions which prevail in the country concerned at the time when such policy is determined. It must also take into account the strength of public opinion and interest as expressed in non-governmental action to deal with certain social problems. An analysis of these conditions is given in the *Report on a Co-ordinated Policy regarding Family Levels of Living*. At the same time it is important to appreciate that these conditions are not static or in balance and that a programme of social development which will affect some or all of them may be needed to redress the balance of too rapid economic development and, particularly in developing countries, to deal with the damage to or disruption of the traditional social and cultural pattern caused by rapid change. However, within the general framework provided in the above-mentioned report, certain specific factors which determine the need for the development of a social service programme are briefly stated here.

Social and cultural factors

9. The structure, traditions and cultural characteristics of a society, its stability or the pace of changing conditions have a direct bearing on the nature and importance of the provision for social service. In most rapidly developing countries and especially in those with a mainly rural population, the strength of communal and family ties and the customary obligations understood and accepted by members of the wider family group, and the force of religious concepts of mutual aid have for centuries safeguarded the individual and preserved the pattern of family life. In more economically advanced societies these obligations have, to a large extent, been assumed by public social services. On the other hand, the weakening of family ties and the traditional social structure which inevitably accompanies economic, social and political development, necessitates the introduction of services for helping the individual who is handicapped in some way or who fails to adjust to an entirely different social structure.

10. Social and cultural factors also have an influence on the form and pattern of social service. Where social service measures and policy are still in the early stages of development, these factors are particularly important. The acceptance of religious obligations in charitable aid,

marriage customs, the attitude to the care of children, the status of women, the material conditions of family life, are among a large number of factors which will determine the approach to social service provisions in a variety of countries.

11. Whatever the goals and objectives may be, the standards and scope of social service will initially be affected by the need to adapt services to the level of education of the population. The supply of trained workers at various levels will depend on the availability of training resources which in turn depends on the development of educational facilities to allow for recruitment of social service personnel from among the various cultural or ethnic sections of the population. In countries desperately short of training facilities in all branches of the public service, and particularly in education, social service will be in strong competition with other services in the recruitment of staff.

Demographic factors

12. A knowledge of demographic conditions and trends is essential for the proper planning of social service programmes. In such fields as child welfare, care of the aged and the integration of migrants, reliable vital statistics, the geographical distribution and the age structure of the population, and facts about the effects of internal and international migratory movements and nomadic peoples, are all necessary background in planning social service programmes in which these factors are inter-related. The ratio of the dependent to the economically active section of the population may affect the employment of women and children and, in advanced countries, the age of retirement. On the other hand, social service programmes are consciously used in some countries to modify the demographic situation, e.g., in the field of population through family planning and in the economic field by providing such services as day-care facilities for children and so helping women who go out to work.

Economic factors

13. Economic development, industrialization and the consequent growth of towns are major factors in creating the social problems with which social service has to deal. Mention has already been made of the effect of these factors on family life and traditional social structure and they will be dealt with in more detail later in the report.

14. Economic development is responsible for creating a situation within which new social needs arise. It also, of course, provides the resources from which these new needs can be met. In all countries the paramount importance of increased production and the exploitation of natural resources in order to keep pace with the desire for a higher standard of living is readily apparent. What is not always so apparent, or so easy to determine, is what proportion of available resources should be spent on social service, and at what stage in development programmes such expenditure should be made. It is generally accepted that economic and social development are integral parts of any over-all development programme, but in many countries the social and human aspects of development have been introduced into such programmes at a later stage and have, therefore, not received proper planning recognition or an

adequate proportion of financial resources. This is particularly true of social service, because broad programmes of social development tend to give priority to those social programmes which can be shown to contribute directly to economic development, e.g., health education and (in the words of the expert group on a co-ordinated policy regarding family levels of living) to "the social measures which promote economic development". Such a conception is hardly commensurate with a balanced policy of economic and social development. The point will be considered later in the section on priorities in social service, and in chapter III on the administration of social service.

The development of social policy

15. As mentioned in the first paragraph of this chapter, the conditions determining the need for social service are not static or in balance even within the boundaries of a particular country. The various aspects of social policy are interrelated and react upon one another. As the means available to deal with human needs and social problems become more diversified, their co-ordination calls for change in emphasis and method within each category of measures and services. For example, the expansion of public health or the introduction of some measure of social security may relieve pressure in the field of public assistance or other forms of material aid. Even within the field of material aid, growing importance is given to constructive services within the family, while institutional care, instead of being a means of providing material support, tends to be used as part of a rehabilitative process for those whose physical or emotional needs require institutional treatment. The urgency of the need for health services, education, housing and other features of a social development programme points out the need for a team approach in which social service has a vital part to play. For instance, in those rapidly developing countries where the essential services are still spread very thinly, social service may be used to fill a gap by providing activities for children of school age for whom sufficient schools have not yet been provided. It might also be used as a rudimentary extension service preparing the way for the technical services in other fields and later becoming one activity of the technical team operating in an area.

16. So much for the general background. The following paragraphs will deal more fully with the scope and content of social service programmes. The above factors help to determine both the need for social service and the manner in which the need is met. It is, therefore, necessary to study the situations which give rise to the needs and the methods available to social service for dealing with them. Such a study should indicate the various elements of a social service programme and assess their relative importance in countries at differing stages of development.

B. MAIN FIELDS OF SOCIAL SERVICE

Problems of family life

17. In many developing countries the traditional family pattern is that of the kinship group or extended family. This group forms part of a wider communal structure wherein traditions, customs and religious

observance are maintained through an administrative system clearly understood and accepted by all members of the community. Within this extended family grouping the smaller family unit of parents and children is clearly identifiable, but its functions are determined by customs, obligations and duties which both limit and extend its responsibilities.

18. This traditional pattern is, everywhere, to a greater or lesser extent being considerably modified as a result of the impact of external forces over which the family has little or no control. It is particularly in the towns that traditional family relations have ceased to operate. The family is no longer necessarily a part of a large structure with clearly defined rights and duties. The traditional marital union in many countries was concerned with an alliance between family groups rather than between the two individuals immediately involved and the joint families of both husband and wife were concerned to ensure the success and continuance of the marriage. In the towns, the survival of the union and the carrying out of the parental role are mainly dependent on the will of the husband and wife. This change in marital status places a burden on the family which it is often ill-equipped to bear.

19. During this period of rapid change, there seems to be an inevitable time lag in the influence of such changes as between the sexes. Frequently the man, through better educational opportunities and by virtue of his traditional role, makes relatively more rapid progress in adjusting to a new way of life than does the woman. Furthermore, women are not always able immediately to take full advantage of new political and social rights in view of social attitudes which play a major role in determining their place in the family and the community.

20. The primary importance of the family as the basic social unit in a stable society cannot be over-estimated. The family is the repository of customs and tradition, spiritual and material values. Anything which affects the stability of the family has repercussions on both the individual and the structure of society.

21. For this reason the main task of social services should be to maintain and strengthen the stability and health of the family. The influences which affect the stability of family life, whether emotional, economic or environmental, result in the creation of social problems which can be most effectively dealt with by working with the family group. In coping with these problems social service has both a supporting and direct role to play; this will be pointed out later, in section D.

22. The most serious problems of family life are to be faced in those situations where the normal structure of a family is absent. The broken family resulting from desertion, divorce and death of the parents, illegal unions where the status of the children is affected, the continuance into changed conditions of marriage customs such as child marriage, polygamy, bride price and other such situations, not only creates economic difficulties but places a considerable emotional strain on each of its members and particularly on the children. Such problems are obvious ones common to all countries, although their incidence may vary from one country to another. Prolonged or chronic illness also causes considerable strain on the family unit.

23. It is not always so easy to distinguish the causes of emotional strains and social stresses to which the normal family is subject under modern and changing conditions; for example, the strains caused by such situations as an educated child and an ignorant parent, cultural differences between parents, inadequate housekeeping, and the size of family in relation to accommodation. In rapidly developing countries the improvement in the status of women due to change in marital status, referred to in paragraph 18, is extremely important but its immediate effects may be adverse. The new-found freedom from customary duties places a greater strain on the woman than on the man. On her rests the responsibility of establishing the family in a new pattern which, without help, she cannot apprehend.

24. Another factor of growing importance is the tendency for married women to go out to work; this may create special problems of child care and supervision and the proper running of the home, and may also affect marital responsibilities. The temporary illness or incapacity of the mother or guardian of the child also necessitates social service intervention to ensure the proper care of the child and the functioning of the home. Social service would also need to co-operate with other services in fostering maternal and child welfare and the education of mothers.

Special problems affecting individuals or groups

25. In addition to the problems caused by unsatisfactory family relations there are problems arising from other causes, for example, those of the physically and mentally handicapped and the aged. Juvenile delinquency, too, may be the result of factors outside the control of the family; children in need of care or deprived of a normal home life are in a special category. Vagrancy, adult crime, alcoholism, drug addiction, prostitution and abnormal sexual behaviour are also all problems towards the solution of which social service could contribute.

Lack of material resources

26. There are certain situations in which social service has a traditional role to play for the relief of conditions caused by the temporary lack of the fundamental means to support life, the inadequacy of earning power, or lack of living accommodation. Especially important under this head are large-scale disasters, such as natural calamities, civil disorder, political unrest and wars, with often a consequent displacement of people.

Environmental problems

27. Various factors under this head affect the social structure in both rural and urban areas. The movement of people from country to town referred to in chapter II, section A, migratory labour, and the settlement of migrants from other countries, are all examples of environmental change affecting the individual and the family.

28. Environmental changes have a profound influence on the settled population both urban and rural. For example, changes in systems of land tenure, inheritance customs and the fragmentation of land, hydro-

electric schemes involving resettlement, have their repercussions on the individual and the community. In urban areas the lack of planned amenities and adequate housing results in the development in fringe areas of shanty-towns which are inimical to a healthy social life.

C. Methods of social service

29.   Social service operates by aiding individuals, groups and communities through the provision of material help, institutional care and other forms of assistance; counselling and casework services; group activities; community organization and social action. Its success depends on planning programmes designed to secure a co-ordinated approach to the needs and problems of the individual and the community. It is impossible to deal effectively with any social problem in isolation or without adequate knowledge of the social background in which social problems occur. Research should precede action; therefore social research is an important factor in the operation of social service.

The provision of material help, institutional care and other forms of assistance

30.   Providing material help through relief measures of various kinds has been a function of social service which is easily identifiable and the compelling nature of which from the earliest time has tended to give the general impression that social service or social welfare is mainly concerned with the relief of destitution. Social service has, of course, to use methods which are strictly of a relief nature in situations, such as natural calamities, when emergency needs have to be met, and in individual cases of distress through the operation of a public assistance scheme which may provide help either in cash or in kind. In many countries subject to natural calamities, provision is made for a permanent organization available to operate emergency measures when the need arises and in most countries public assistance schemes form part of the social service programme.

31.   A traditional form of material help is that given to individuals through placement in institutions. This is the oldest form of social service. It is one which makes a particular appeal to voluntary organizations, and there are many old foundations or charitable institutions still catering for the care of orphans, old people, handicapped persons, girls in moral danger, etc. The modern tendency is to use institutions for the treatment of persons requiring various types of specialized care rather than as a form of material aid. There has also been a consequent change in the type and structure of institutions. It is still, however, necessary in most countries to provide custodial care as a means of giving material aid to some groups of persons, e.g., the indigent aged. Another form of institutional care of a relief character is the provision of temporary shelters for the homeless and for discharged prisoners.

32.   There are a number of other forms of assistance that serve a variety of purposes and may include an element of material aid, as in certain kinds of day-care facilities for young children and assistance to families through home-help services. The provision of low-cost hostels

for young workers in towns or for immigrants to urban areas is also a form of material help. As will be seen later, there is a welcome tendency for relief and material aid to be used in conjunction with casework methods, except in those cases where emergency aid has to be given.

Counselling and casework

33.   Counselling and casework have much in common: it is some-times difficult to decide at what point counselling becomes casework and, of course, counselling is part of casework. Certain services, how-ever, have developed in recent years which provide the individual with information designed to help him to deal with the complexities of modern life and, particularly in highly developed countries, to enable him to make adequate use of the multiplicity of social services, statutory pro-visions and supporting social agencies to which he is entitled or which can meet his particular need. Information and advice agencies have been set up in many countries and are frequently operated as a social service. In general, the task of such agencies is only to provide information and these functions cease when the client has been put into touch with the appropriate organization to meet his needs or, as is often the case, the difficulty or problem can be resolved on the spot. A similar form of advisory agency is the type of legal aid service which gives legal advice but does not itself necessarily have part in litigation; such legal aid agencies, operating on a voluntary basis, often make use of a social worker who can help to ensure that the legal advice is understood and, when necessary, taken. A very different form of counselling which is closely allied to casework is marriage guidance, which both gives pre-marital advice to betrothed couples and helps when problems of marital relations arise.

34.   Casework has been described as "a process of dynamic inter-action between the worker and the client consciously used for social treatment purposes, defined by a study of the particular person in his situation, the problems which most concern him and the way in which he can be helped to meet these by the use of his own and the community's resources".[1] The casework method applies in a variety of individual situations with which social service has to deal. In some countries it has become highly specialized in terms of one related group of situations or the particular setting in which casework is practised. However, the trend is away from over-specialization and more emphasis is placed on the training of generic caseworkers. This generic approach has particular significance in developing countries where, whatever the merits of the case for specialists as against generalists, a high degree of specialization is impossible. The main areas or settings in which casework methods are most commonly used are those affecting the family group to which reference is made in paragraphs 17-24; other family welfare services; child care, including residential institutions, protective services, adoption, foster-care and placement; probation, parole and after-care; court ser-vices; public health, medical and psychiatric care; mental health and child guidance programmes; programmes for the rehabilitation of the

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[1] *Training for Social Work: Third International Survey* (United Nations pub-lication, Sales No.: 59.IV.1), p. 39.

handicapped; certain types of institutional placement and work with individuals within an institution.

Group work

35.   Group work as a method of social service stresses the positive value of the participation of the individual in organized activities designed to enrich his personal and social life. In some areas, group work methods have also been applied successfully in a remedial role to help the social adjustment of persons displaying forms of anti-social behaviour and to improve personal relations within a limited group. In the main, however, group work is a constructive and preventive activity for assisting the individual to develop a satisfactory relationship to the community in which he lives. This method includes the use of community and neighbourhood centres, youth organizations, adult clubs, organized leisure time activities which may embrace cultural interests, sports and athletics, and supervised playgrounds for children. These organized activities are not exclusively in the field of social service but may be associated with the programmes of other agencies.

Community organization and social action

36.   The term "community organization" is defined in a variety of ways and in some countries is in common use in the vocabulary of many disciplines and professions. In one sense, it refers to the methods used to organize various forms of community life. In the same sense, it is also used to describe efforts made by various disciplines to organize a small section of a community for a limited project, or the whole community for a specific purpose, such as a child health programme or a housing programme. In this sense, the use of the term for the purpose of this report refers to the function of community organization in promoting social service projects.

37.   In another sense, community organization is a process of social work applied to the improvement of the general welfare of the community and its members. Its purpose is to help the community to recognize its needs and to assist in the mobilization of resources to meet those needs, including the co-ordination of the resulting services and activities. The term "community organization" in this sense is not synonymous with "community development" as this term is defined by the United Nations and the specialized agencies, but certain of the methods used by social workers in the community organization process may be applicable to programmes of community development. The relation between social service and community development is discussed in chapter II.

38.   Both community development and community organization have as one of their goals social change to raise the levels of living and increase the well-being of individuals, families and communities. It is clear that these goals can only be achieved if the methods used lead to social action which modifies, adapts and adjusts social and economic conditions through corporate effort and social legislation. Such change is a continuous and necessary process and one in which social workers should show initiative and contribute their experience and skills in

association with other disciplines and with members of the community, government officials and voluntary agencies.

D. SOCIAL SERVICE RELATIONS WITH OTHER AGENCIES

39. In the definition of social service used in this report (preface, para. 6), an attempt has been made to emphasize certain concepts as having broad and universal significance. It is recognized that those broad considerations may be applicable in varying degrees to many professional and technical disciplines working with people, and that this adds to the importance both of close co-ordination between social service and other professional and technical activities and of clearly identifying some of the specific functions of social service.

40. Social work has developed an identifiable body of knowledge and skills required for a more effective performance of social service. As social service programmes have expanded all over the world and social work in many countries has been recognized as a professional field, certain distinguishing characteristics have emerged. Social work is concerned with all social relationships which may result in problems of mutual adjustment of the individual and his environment. The contribution of social workers in this broad field of social relationships is made through their experience in working with people, their knowledge of community resources and their ability to mobilize those resources to deal with the needs of the community.

41. A social service activity is easily distinguishable from other social programmes when it is concerned with those forms of assistance traditionally associated with social work, but the use of social work skills may extend beyond the borders of social service agencies. Social workers participate in many professional tasks in settings which are not primarily those of social service agencies, such as are described below.

Education. Social workers are employed by many educational authorities to help pupils with certain problems of adjustment, both in the school and in the parent-teacher relationships, and also to encourage regular attendance at school. They may also serve as a link between the school and other social agencies in the community. A feature of the educational system in some countries is the establishment of services bridging the gap between leaving school and entering employment. Adult education in its various forms has considerable significance in social service, which in turn makes use of methods of informal adult education to stimulate and propagate ideas. For example, social workers are using group methods in informal adult education for literacy campaigns, parent education and other training programmes. The use of audio-visual aids is a skill frequently acquired by social workers engaged in community work, and in some countries the social service agency provides both a visual aid service and training facilities for other agencies.

Treatment of adult offenders. One of the earliest functions of social workers has been to assist individuals in prisons and in institutions for the care of young offenders. Such services involve work with inmates in the institution, work with the families outside in order to prepare them to receive the inmate sympathetically upon release, and such other

tasks as will further the major aim of rehabilitating the offender. Social workers play a large role in post-institutional programmes for released offenders, either in connexion with after-care societies or with government agencies known as parole or probation services. In many countries, these services are run by voluntary bodies, but there is an increasing tendency for Governments to accept responsibility for them.

Courts. In most countries, social workers are employed to assist the courts to deal with the social aspect of their functions. These have considerably increased in recent years and special tribunals are established to deal with juvenile offenders, children and young persons in need of care and protection, guardianship and adoption, and matrimonial problems. In many countries, social workers undertake statutory functions which include the preparation of reports on the social factors affecting the offenders, and are also responsible for the rehabilitation of offenders placed under supervision by a court order. They also, through their contacts, have an important role to play in the prevention of crime by encouraging constructive measures, such as youth clubs.

Housing. This is a field in which social workers have been active since industrial development resulted in slum conditions and the launching of public housing programmes. Social workers with specialized training are used in many countries as housing managers, assisting housing authorities in the selection of tenants and helping tenants to make adequate use of their new facilities. Social service workers also assist in starting self-help housing schemes in certain countries. For the establishment of new towns and housing estates, some authorities have appointed social workers expressly as community workers to help to establish community services and develop a sense of cohesion and belonging.

Medical care and public health. Social workers are employed in a variety of capacities in health and medical care services. Some are members of a public health team; others serve as consultants on social policy and the social implications of health and medical care services; others act as a liaison between health and other social agencies. In these capacities the social worker may help to make community resources available to various medical, nursing, health education, and other health and medical staffs and agencies. They may also have a role to play in the training of health and medical personnel, particularly with reference to the social components of medical care and health programmes. A similar role is played by social workers in relation to mental health and psychiatric services, including membership in the team when this method is used; of particular interest is the medico-social team-work in child guidance clinics, whose important role in child welfare is recognized in a growing number of countries.

Rehabilitation of the handicapped. Modern trends in the rehabilitation of the physically and mentally handicapped favour team-work combining the knowledge and skills of medical, health, educational, social and vocational specialists. The contribution of the social worker is essential because the success or failure of rehabilitation depends on the efforts of the patient himself, as well as on the understanding and support of his family and the community in which he lives. The task of the social

worker includes helping to detect and notify disablement; recording the social factors concerning not only the patient's disability but also his attitude, and that of his family, towards his disablement; co-operating in planning the programme of medical and vocational rehabilitation, and assisting the patient and his family during treatment; and, in the follow-up phase, helping the handicapped person to adjust to his job and to resettle within his family and community.

Industry. Social work training is increasingly demanded by industry for industrial welfare positions under various titles, such as labour or industrial welfare officer or personnel manager. The duties attached to these posts include the development of welfare facilities, such as canteens, crèches and rest-rooms; recreational activities; personnel counselling services and special services for women and young workers. In some cases, the functions may extend to the families of employees or to the related social services within the community.

The programmes mentioned above are indicative of the association of social workers with allied fields but there are other situations in which they may operate outside the administrative structure of social service agencies. The place of social service in programmes of community development, and in programmes dealing with problems of urbanization and social security, is discussed in greater detail in chapter II.

E. The development of a comprehensive social service programme

42.   On the basis of the preceding discussion of the scope, content and methods of social service and the functions of social workers, the following elements of a comprehensive national social service programme may be distinguished. Although catalogued under particular headings, they are not mutually exclusive within this categorization and might be classified under a variety of other headings. Likewise, it is not assumed that this listing is complete and it is recognized that new types of service may be developed.

(1) *Services for the family and the child*
    Family casework
    Family counselling and parent education
    Marriage guidance
    Day-care services
    Home-help service
    Care of children deprived of a normal home life
    Adoption
    Guardianship and custody
    Foster homes, hostels, places of safety and institutions for children requiring placement
    Care of the aged
    Care of the chronnically ill and disabled

(2) *Services to deal with economic difficulties*
    Emergency relief
    Material assistance to those in need

School feeding schemes
Low-cost meals

(3) *Services for the socially, physically and mentally handicapped*
   Child guidance services
   Care of emotionally disturbed children
   Care and rehabilitation of the physically and mentally handicapped
   Services for unmarried mothers
   Services for migrants and refugees
   Rehabilitation of prostitutes and girls in moral danger
   Rehabilitation of alcoholics and drug addicts

(4) *Community services*
   Neighbourhood councils
   Councils of social service
   Citizens' committees
   Community centres
   Citizens advice bureaux or information services
   Community chests or fund raising services
   Social service exchange or register
   Social surveys and research

(5) *Services for groups*
   Informal adult education
   Organized leisure time and group activities, e.g., clubs for children, young
      people, adults and the aged
   Neighbourhood centres, settlements
   Day camps, all day clubs for young people, holiday camps for children
      and adolescents, family holiday homes

(6) *Services undertaken within the framework of related services or outside the
      social field*
   Medical social work
   Mental health or psychiatric social work
   Social work in family planning
   Rehabilitation of the handicapped
   School social work
   Social work in the armed forces
   Industrial social work
   Social work in vocational guidance and placement
   Court social work
   The treatment of offenders
      (a) Preventive services
      (b) Social work in penal institutions
      (c) After-care and parole
   Social work in housing projects
   Social work in social security agencies
   Social work in community development programmes

F. PRIORITIES IN THE DEVELOPMENT OF A SOCIAL SERVICE PROGRAMME

43. In applying the basic principles which guide nations and communities in the establishment of their social services, some order of priority would need to be determined by each country. While the planning of a national programme of social service may be comprehensive, the implementation of the plan will call for a choice to be made from among the services listed above, and for decisions as to the order in which a programme should be extended and developed in relation to the particular needs or problems at each stage of development and the availability of resources for implementing the programme.

44. Such questions cannot be answered categorically in a report of this kind. However, the *Report on a Co-ordinated Policy regarding Family Levels of Living* set out a number of guiding principles and priorities that should be considered in the establishment of certain services. These are: that priority should be given to preventive measures, to social measures which promote economic development, to action directed to large masses of the population, and to measures and methods which associate individuals and communities with the action undertaken to improve their level of living.

45. It is clear, however, that Governments may not immediately have much choice in determining priorities. In some countries, a particular social problem may demand attention involving remedial action; therefore, while keeping in mind the importance of preventive measures, it may be necessary to start a social service plan with a remedial programme. The danger in so doing is that the solution of a particular problem may be considered as an end in itself and with the temporary success of a remedial solution no further action may be thought necessary. Usually, however, in many countries where remedial measures have been given priority, they have inevitably resulted at an early stage in the introduction of measures to prevent a recurrence of the problem which required the service. When this happens, the development of preventive and constructive measures is nearly always assured.

46. Bearing in mind the recommendations in the above-mentioned report, and considering the main elements which should form a national social service programme, it is possible to indicate a broad line of approach to the question of priorities.

47. Before outlining priorities for social policy, it should be stated that the administration and application of government programmes of social service should be based on the principle of non-discrimination against any person on grounds of race, colour, sex, creed, religion or political belief. While giving due recognition to the obligation of Governments to develop social services for their own nationals, measures should be taken through national legislation, conventions or reciprocal agreements to ensure that no one, on account of nationality, is denied the social services he needs at any particular time or place.

48. Priority should be given to those methods of social service designed to promote the general welfare of the community rather than to those which are more concerned with the adjustment of the individual

to his environment. This implies concentration on measures and services involving group work, community organization and similar methods of action which involve the community in efforts to improve social and economic conditions and to meet the problems resulting from social change.

49.   It is of paramount importance that social service programmes be designed to prevent social problems and if possible to take steps to anticipate them. If such a conception is accepted, it is not possible to divide group work and casework exclusively into preventive and remedial services. Casework should be directed primarily to those forms of service which prevent social disruption rather than be concentrated on dealing with individual social ills. For example, family casework is now in many countries directing its efforts towards the maintenance of the family unit rather than towards the treatment of individual members of the family outside the family situation. The aim should be through family counselling, education for family life, programmes for the care of old people and children, or other services, to preserve and strengthen the family pattern before making provision outside the home. When social service programmes were first introduced, the establishment of large institutions for special categories of individuals, for example children and old people, was considered in many countries an essential priority. There is a tendency for this pattern of development to be followed in countries where social service measures have been recently introduced. While it is not possible to dispense with institutional treatment in all cases, priority should be given to the placement in family homes, rather than in institutions, of children needing care outside their own family. Efforts should also be made and services provided for keeping old people within the family circle as long as it is possible to do so.

50.   In general, priority should be given to those social services which can be made available to the whole population or the largest segment of it, as against services designed to deal with problems of special groups. For example, public assistance measures should be planned to apply to the general population before specific programmes are introduced for the relief or social assistance of one section of the population, for example, the aged. In developing countries, however, particularly in those undergoing rapid industrialization and urbanization, priority may have to be given to certain sections of the population.

51.   Services may need to be provided at an early stage for the care of the physically and mentally handicapped, and for individuals who are temporarily in a state of destitution. Here again, emphasis should be placed on efforts designed to rehabilitate the individual in so far as the degree of disability or destitution permits. It is no longer necessary for many categories of physically handicapped people, for example, the blind, to depend on relief for their maintenance. Any social service programme for dealing with handicapped persons should take into account modern methods of rehabilitation.

52.   The need to provide services for the treatment of crime and juvenile delinquency is urgent in most countries. Such treatment cannot be dissociated entirely from institutional services, but attention should be concentrated on the provision of probation and parole services, which

are essentially preventive in character. Homes, hostels and schools for training young offenders are essential to the proper treatment of juvenile delinquency but, with the increased skill in casework methods employed by probation officers and court social workers, the use made of institutional treatment should decrease. The development of probation services provides a good example of a social service producing an immediate economic return.

53.   It is recognized that the priorities mentioned above are indicative rather than complete. They will vary according to the needs and resources of the country, its cultural background and political and administrative structure. It is important that decisions regarding the introduction of social service avtivities and the priority accorded to the various services, should be taken on the basis of careful research and analysis of all the relevant factors. It is recognized also that where the resources of a country permit, the difficulty with regard to deciding on priorities will not be so great as in countries with smaller resources or in a state of transition.

CHAPTER II

THE CONTRIBUTION OF SOCIAL SERVICE TO BROAD
PROGRAMMES OF ECONOMIC AND SOCIAL DEVELOPMENT

54. Attention was directed to three broad aspects of economic and social policy in which the role of social service should be more clearly defined, namely, industrialization and urbanization, community development, and social security. The growth of towns, whether as a direct result of industrialization or of migration to urban centres for other reasons, produces social and economic problems which, while differing in degree, are common to all countries. The need to build stable, self-reliant communities with an assured sense of social responsibility is being met in many countries through community development schemes whose methods cover the social, economic and political aspects of the problem, and which are particularly effective in countries undergoing rapid change. The need for a universal system providing not only against the economic hazards of modern life but also for a more equitable distribution of the national income has resulted in social security schemes which, in most countries, have both an economic and a social significance.

55. A national programme of social service has a decided influence on these broad aspects of social and economic policy, the scope and nature of which is in turn affected by their development. For example, the social problems of industrialization and urbanization vary in degree according to the stage of development reached, the availability of basic amenities and the administrative structure of the country. In the early stages of this process the need for certain forms of social service may be more urgent and compelling than it is in well established urban communities, which produce social problems peculiar to their size and complexity requiring social services of a highly organized type. In the same way, programmes of social security will require social service provisions in their application and according to their scope and coverage. Community development programmes, which are designed to promote better standards of living for the whole community through the active participation and on the initiative of the community, make use of social work principles and techniques, particularly in group activities, and at the same time help to form a climate of opinion in which social service can operate. What follows is an attempt to describe the place of social service in these fields.

A. Urbanization

56. In all countries, the growth of towns has affected the traditional structure of society and considerably damaged the strength of communal customs, habits and cultures. Even in the more highly developed coun-

tries with a long tradition of urban life, the growth of conurbations, dormitory suburbs and the resettlement of population in new towns have placed considerable strains on the individual and the family which call for new forms of social policy to which social service has a contribution to make.

57. In many developing countries, the social problems caused by the rapid growth of towns are of a special character and place a heavy burden on social service. Many of these towns are not civic entities but agglomerations of people who have been attracted to an urban setting for a variety of reasons: to seek paid employment either permanently or temporarily; to satisfy the desire for travel and adventure made possible by improved means of communication; to escape from the restraints of customary society; to secure educational facilities which are more readily available in towns and, for the educated, to enjoy the greater opportunities for intellectual and cultural pursuits. Thus, the growth of towns is often haphazard, and few of them are adequately equipped to provide their citizens with the amenities and services which life in an urban setting requires. In many of these towns, the population is still in that indeterminate state between town and country where loyalties are still rooted in the soil and the traditional pattern of life, but where, at the same time, the disciplines and customs which regulated the traditional pattern and conditioned its purpose and its relationship to the obligations of a traditional society can no longer operate. Among the migrants to such towns are found various grades of people; some who have completely accepted urbanization, some who have not broken their contact with the old society and are not in any sense of the word urbanized, and many more who have one foot in the town and the other in the country.

58. Urbanization frequently results in the disruption of family life. In many of the developing towns, new migrants leave their families in the country and may return to them from time to time, but extended separation weakens the family ties and the family tends to break up. The preponderance of men in the developing towns also produces special social and moral problems. Even when the family unit migrates to the town, the new conditions of life, the proximity of people often of an alien race or culture, create loneliness and a feeling of not belonging.

59. Again, the burden of fitting the family into the pattern of urban life places a great responsibility on the woman, particularly if she has to go out to work. She often has to endeavour to bridge the gap between herself and the man, who may be more adapted to urban living, and she must find new satisfactions and traditions to replace or modify those in which she was brought up. It is the wife and mother who is going to determine the new family pattern and who must be made conscious both of the extent of her responsibility and her capacity for accepting it.

60. Many new problems face the family unit newly arrived in a town. For example, while there are obvious advantages in urban life for children, these do not always compensate for the loss of basic training common to the traditional way of life. The authority of custom is not always replaced by respect for the authority of parents who, for their part, are often at a loss to know how properly to carry out their duty

of training their children. The consequent disturbance in family life is a most important factor in the growing problem of juvenile delinquency and of children in need of care in the still unstable environment of many towns.

61.   The most significant social problems can be divided into those which affect the individual, and those which threaten to disrupt family life. In all towns, and particularly in those which are rapidly developing, one of the most important causes of many social ills is the lack of a sense of community.

62.   To counteract the disruptive influences associated with the democraphic and physical expansion of cities, priority should be given to community services aimed at preventing social disintegration and at promoting, with the participation of the people themselves, improved living conditions and social relations. While benefiting the community as a whole, such services would be particularly helpful to the migrant population in need of social adjustment to a new environment. The methods used are those mentioned in chapter I under the headings of group work and community organization. Frequently, provision is made for a physical centre where individuals and families can get together for a variety of purposes. It is, however, a common mistake to imagine that the mere provision of such a centre will solve any problem at all. Experience has shown that neighbourhood or community centres are only really effective if they are established at the expressed wish of a group of people. The social service worker has therefore a special function, first, in promoting associations through community effort and leadership, which will in turn require premises in which to carry out the activities requested by the group. Another prerequisite of the successful operation of neighbourhood centres is the appointment of social workers skilled in group work to serve in such centres, be available for advice and guidance and, at the same time, be able to do individual counselling and act as a link between the individual in need and other social agencies. One of the main advantages of the neighbourhood centre based on community needs is that it provides opportunities for flexibility in designing programmes according to the wishes of its members and in the use to which the premises may be put. It may start as the result of a demand for purely recreational and cultural activities, and develop as a centre for a wide variety of functions and facilities for family and child welfare, youth clubs, women's groups and activities for older men. It may also become a means of strengthening the family unit, by providing a place in which the whole family from an overcrowded home can do things together. Also, it should stimulate in its members a sense of belonging to a community and willingness to take active steps to improve conditions within that community. In other words, community development techniques which have been found successful in strengthening community life in rural areas can be applied in urban areas, although the methods used will have to be adapted to conditions where often no sense of community exists and where, on the other hand, material resources may be more readily available.

63.   While the preventive and constructive measures of group and community services will, if sufficiently comprehensive, obviate and miti-

gate a number of social problems inherent in urbanization, there are a large number of problems of individual and family maladjustment which require more specialized treatment in urban areas than they do in rural districts. These problems are referred to in chapter I, section B. That they are accentuated during the process of industrialization and in an urban setting is clear.

64. In many developing countries and in large urban centres with low income standards, it will not for some time be possible to introduce the full range of social services needed to deal with social and community problems. The role of social services in such areas is, as has been mentioned above, to enlist the co-operation of the community in taking steps through voluntary action to improve community life and whenever possible to stimulate public authorities to provide necessary services. But there is an urgent need for more specialized services, which should be provided by social service, in the field of counselling and casework. Under conditions of rapid city growth and continual changes in technology, in ways of living, in social standards and statutory rights and regulations affecting the individual, there is an urgent need for general information and guidance to help not only migrants but also the general population.

65. Counselling of an informative and educational character designed to help in the adjustment of migrants to urban areas is of great importance, and it is also an essential service for the population as a whole. Education in family living, nutrition, budgeting and hygiene may be undertaken in social centres and through maternal and child welfare services; its effectiveness depends on the availability of qualified workers in the fields of health, home economics and social service.

66. The effective use of counselling and casework services to deal with problems of personal maladjustment and family disruption is also limited in scope by the availability of trained social workers, but in many situations where counselling is required the provision of such services may have to be made initially through workers who have received a minimum of in-service training. The use of highly specialized casework methods is moreover limited by the very magnitude of the social problems involved in the process of urbanization.

67. In most developing countries, the growth of towns presents a large number of bewildering social problems, some of which become so insistent that they demand immediate attention. It is, therefore, understandable that in many countries social service programmes have concentrated on dealing with one social evil or another and so have approached the problem from a remedial angle, and in very few places has it been possible to make or implement plans for the social development of the town as a whole. For example, the need to supply temporary shelter and assistance for migrants, to deal with children deprived of a normal home, to assist the aged or give particular attention to juvenile delinquency, tends to increase during a period of rapid industrial development and urban growth.

68. In deciding on priorities for dealing with any or a combination of such problems, due regard must be had to the development of services

which not only alleviate but prevent destitution, delinquency, etc. As it is frequently too late for the social worker to influence town planning, he must make use of his knowledge and skills to help bridge the gaps in urban social policy by doing his part to mobilize public opinion in order to encourage the provision of, and to work with, the wider public services, such as health and education, and to foster the growth of voluntary societies to deal with specific social problems.

69.   As will be seen in chapter III, it is of the utmost importance that the local authority of the town or city should be encouraged to accept responsibility for the well-being of its citizens both through administrative decentralization and through the decentralization of essential services, always bearing in mind the responsibility of the central authority to ensure that standards of social service can be maintained within the scope and coverage given to local authority action.

70.   It should also be pointed out that in the provision of social service no clear-cut distinction can be made between that needed in rural and urban areas respectively. The aim should be a nation-wide service which would not only deal with social problems wherever they arise but would also, by preventive action, take steps to anticipate such problems. Social programmes which help to raise the standard of living in rural areas may help to regulate the drift to the towns, and it is therefore important that community development programmes should be integrated with over-all social development plans designed to deal with the social problems which are the inevitable accompaniment of rapidly changing conditions in whatever geographical setting they may appear.

B. Community development

71.   The respective definitions of social service and community development reveal a large area of common objectives and methods. Reference has already been made to the use of group work method and community organization as an integral part of social service programmes, and attention has been focused on their importance in addition to counselling and casework when dealing with the problems and difficulties with which the family unit is faced in the modern world.

72.   There can, in fact, be no success in fostering self-reliant communities, stable without being static, which is the main purpose of community development, without a strengthening and deepening of human relations within the family. This report has already accentuated the importance of the family as the basic social unit and as the repository of morals and of spiritual and material values. It has shown that social service has a definite and precise role to play in maintaining and strengthening the family unit to deal adequately with the rapidly changing conditions of modern life. The social worker is also concerned with technical workers of other disciplines in comunity development programmes, and particularly with encouraging individuals and families to make use of the services of other technical departments.

73.   Social service has also a valuable contribution to make towards, and in some countries a direct responsibility for, assisting the community to make better use of its human and material resources through group

activities which encourage the active participation of all members of the community, including women, young people and children.

74.   Social workers should also play an important part in working with, and encouraging the growth of, voluntary organizations of all kinds, from special interest groups such as athletic societies to cultural and recreational organizations and societies dealing with social problems. By so doing, not only will opportunities be provided for training in leadership, but the way will be opened for members of the community to undertake group activities and play an active part in the social life of the community. Organizations for the welfare of children, women's associations and national and international youth organizations can play an effective part in programmes of community development. In rural areas, encouraging the establishment of such bodies as young farmers clubs, 4 H groups, and similar organizations for improving and enlivening rural life is a community development activity which would fall naturally to the social service worker.

75.   In some countries, programmes of social service and community development are administered by a single department of government and in some cases the programmes have been combined to form a balanced programme of social development. The place of such services in community development and their need of specially trained workers are emphasized in the Ashridge report, which states that "although community development can help to reduce the number of social casualties, there must be provision for those that occur and such provision should be part of a comprehensive policy of social development. This work is considered to be the province of specially trained staff who should work together with government and non-governmental agencies in the solution of problems and in inspiring a sense of community responsibility toward the work".[1]

76.   When community development has been accepted as a major factor in national social policy, the consequent reorganization of the government structure has tended towards an integration of social service and other social activities with the community development programmes. Moreover, the contribution made by social services to community development is more valuable when they are nationally established before programmes of community development are undertaken.

77.   Mention has been made of the use of community development methods in helping to deal with problems of urbanization. In urban areas, community development programmes often grew out of remedial programmes of social service when the need to introduce preventive measures became apparent; in rural areas the reverse process is often the case. In addition to the group and community services mentioned in chapter I, community development in towns can contribute effectively to rural community development by helping to counteract the educated new townsmen's lack of interest in the rural areas, which are the basis of the economy of most developing countries, and so lessen the gaps which education and the adoption of a new way of life have created

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[1] United Kingdom, Colonial Office, *Social Development in the British Colonial Territories—Report of the Ashridge Conference on Social Development, 3rd to 12th August, 1954* (Miscellaneous No. 523).

between him and his peasant cousin. Again, the education of people for life in urban settings requires all the resources of persuasion, stimulation of initiative and self-help which are characteristic of community development, and here social service, through group work and community organization, can play a part.

78.   Social work methods have, however, a wider scope in community development than the participation of social workers in actual field work. These methods are based on the philosophy of respect for the integrity of the individual in his personal and social relations, and of confidence in his ability to associate himself with efforts made on his behalf. In other words, social work training and practice help to establish a relationship with individuals and with groups that depends on mutual understanding and respect. This attitude of the social worker towards his client or group is essentially one upon which successful community development depends. The social worker can then be used effectively to help train workers of other disciplines engaged in community development in the art of working with people, getting ideas across and stimulating and encouraging their efforts. The multi-purpose worker or village level worker also needs a foundation of social work training; special training and orientation courses adapted to the needs of the communities in which they work greatly increase the effectiveness of voluntary workers, whose contributions to community development are essential. Therefore, the place of social service in community development should include its participation in the establishment and direction of training courses at all levels.

79.   The contribution of social workers as active participants in community development programmes should not be confined within the narrow limits of field assignments; their experience should also be drawn upon by enabling them to serve in a supervisory and consultative capacity.

80.   Social workers have also a contribution to make in research or fact-finding before community development projects are undertaken, and are often used to make an appraisal of a particular situation in order to discover the potentialities of the human resources, the people's attitude to new ideas and the possibility of community participation in development programmes.

81.   A number of processes have been identified as common to social work and community development:

   (1) Getting to know the local community;
   (2) Gathering knowledge about the local community;
   (3) Identifying the local leaders;
   (4) Stimulating the community to realize that it has problems;
   (5) Helping people to discuss their problems;
   (6) Helping people to identify their most pressing problems;
   (7) Fostering self-confidence;
   (8) Deciding on a programme of action;
   (9) Recognition of strengths and resources;

(10) Helping people to continue to work on solving their problems;

(11) Increasing people's ability for self-help.[2]

82. Community development, if it is to be an effective method of developing communities socially, economically and politically, demands a co-ordinated team approach, through the extension method, by the major technical and professional services engaged in development programmes. The main disciplines participating in such programmes are: agriculture, health, nutrition and home economics, education, social service and co-operatives. The contribution which these services make to community development will depend on the type of programme and the availability of qualified personnel.

83. In some developing countries there may be no immediate possibility for technical assistance in a particular field which members of the community need and in which they are prepared to participate. The social worker acting as a community development worker is thus faced with a dilemma. If the service required is one in which he thinks an attempt might be made to satisfy the wishes of the people without full technical backing, he may be tempted to introduce a rudimentary service which would meet at least part of the expressed need. In general, it should be stated that such a course should be entered upon only after consultation with the technical service mainly concerned and on the assurance that at an early stage adequate technical supervision will be available. At this early stage in the development of a service of a technical or semi-technical nature, the community development worker would act as the link between the people and the technical service concerned, but as soon as adequate staff has been provided the worker should revert to his more specialized functions.

84. The question of the co-ordinating machinery required for directing the activities of the team cannot be discussed here, but it is clear that administrative arrangements will vary between one country and another according to the nature of the project being undertaken and the administrative and political structure of Governments.

85. The respective roles of technical departments in community development and the relationship between them and social service have nowhere been clearly defined. It might be appropriate to suggest that further study should be made to determine the common and distinctive elements in the various disciplines engaged in community development with a view to ensuring closer co-ordination and more effective team-work.

C. Social security

86. In recent years, the introduction of social security schemes has been one of the major features of governmental social policy in many parts of the world. The coverage provided under such schemes varies considerably, from schemes which cover almost every contingency of human life, irrespective of income levels, to tentative programmes in some countries which do no more than make some provision for lack

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[2] *Training for Social Work: Third International Survey*, op. cit., pp. 83-92.

of individual economic resources in a single or small group of circumstances and are available to a selected group of people only.

87.   Social security schemes, social services and other social programmes both public and non-governmental have a direct bearing on the maintenance of living standards. In fact, the whole range of services designed to help the individual to maintain his place in society and to fulfil his functions as a member of a community must be taken into full account when considering the implications of social security schemes. No single scheme or service, however wide its coverage, can alone raise and maintain the real standard of living.

88.   As has been stated in chapter I, paragraph 15, the introduction of social security schemes will influence social service programmes, as will also the development of health and education. Social security must then be considered an important feature of social development but, as with other social service schemes, it can only be fully effective if it is co-ordinated with the general programme of social policy.

89.   There is some difficulty in determining the administrative machinery for co-ordinating even the social services, and the introduction of social security schemes adds complications. It can be argued that the automatic granting of statutory benefits does not require the intervention of social service. On the other hand, in certain countries trained social workers are employed in social security agencies with both administrative responsibilities and executive functions in special cases such as the care of the handicapped, the administration of workmen's compensation payments and the care of dependants. It has also been found especially valuable to associate social service with social security programmes in order to encourage disabled persons to take full advantage of modern methods of rehabilitation; and to refer those in need of special help to the social service or other agency which can meet their needs. Social workers are employed in some countries to assist with programmes of research into standards of benefits in relation to changing conditions and, through their intimate working knowledge of such conditions, professional social workers in the field are in a position to advise at the planning stage of social security schemes.

90.   Whatever form of social security is introduced and whatever stage of development it has reached, the association of social service with programmes of social security should be ensured. Such association has occurred in one of three ways: by the employment of social workers as part of the administrative structure of social security agencies; by co-ordinating within the same agency the granting of benefits and the provision of related social services; by the provision of co-ordinating machinery to ensure that the social services aspects of social security schemes are taken into full account. This association should in no way affect the right of the individual to statutory benefits under social security schemes—benefits which should be administered automatically to meet the contingencies covered.

91.   Public assistance and various relief measures based on a determination of need are not always included within the scope of social security in many countries but are regarded as part of a social service programme. In the determination of eligibility, in the development of

standards of assistance, in the provision of casework services and programmes of rehabilitation towards self-support, the social worker plays a major role.

92. In view of the rapid growth and expansion of social security programmes and the variety of administrative arrangements that are being developed in various countries between social security programmes and social services, there would appear to be a need for further study of country experiences in this respect. Such study might include consideration of the relationship between social security schemes and the operation of programmes of social service in highly industrialized countries, and the value of experience in these countries for developing countries introducing social security schemes.

CHAPTER III

THE ADMINISTRATION OF SOCIAL SERVICE

93. This report has emphasized the aims, methods, content and priorities of social service programmes. Social service, as here defined, should be recognized as an important and specific aspect of social policy, whether it takes the form of direct services or functions in association with other programmes or, as is frequently the case, when both forms of organization are used. In order, therefore, to be really effective in programmes of national social policy, social service must be planned at the same level as other government programmes and given equal status in the deliberations of planning groups. This means that social service, a an identifiable functional process demanding professional standards of training and operation, should take its place alongside the other social programmes not only in the deliberations of planning authorities, but also in the allocation of funds, in order to be able to perform its distinctive and supporting functions.

94. Planning is of vital importance in developing a co-ordinated social policy but, as with other programmes of social policy, the planning of social service can only be effectively achieved when it is related to all the elements which make up a country's development programme. It is also essential to consider the elements which should be included in a social service programme, and while due weight must be given to financial factors for its implementation, the planning of a comprehensive programme should not be affected by purely economic considerations. The main considerations should be the needs of the population in terms of preventive and remedial social services, taking into account demographic factors; the type and extent of existing or related social services; and estimated future requirements in the light of projected or foreseeable over-all development. The mechanics of planning for the development of social policy is dealt with in some detail in the *Report on a Co-ordinated Policy regarding Family Levels of Living*[1], which stressed the need for centralized planning, for such planning to be based on precise data through the methodical organization of research and evaluation processes, and for flexibility so that plans might be kept in line with development.

95. One of the chief difficulties in many countries is the lack of planning and co-ordination in the social service field itself. There are many reasons for this. Both governmental and voluntary services have grown empirically, overlapping is frequently difficult to eradicate, and at the same time there are many gaps in social service provision. These

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[1] Op. cit., pp. 36-42.

difficulties are particularly apparent in the more highly developed countries, which have introduced various devices for dealing with them. In countries where social policy is the responsibility of a single ministry or a ministry with related fields, it is easier both to plan and organize social service programmes in relation to over-all social policy.

96. A common form of governmental administration of social service is the dispersal of responsibility among a number of departments. This arrangement may be historical, administratively convenient, or may be due to the significance attached to various aspects of social service. Whatever form ministerial responsibility may take, it is important that responsibility for the administration of social service should be centred in a separate department of government. Such a department might come under the portfolio of a minister with wider responsibilities, e.g., health, education, community development or social development.

97. Regardless of the administrative pattern, an outstanding point is the proper co-ordination with other ministries or departments performing related services and the fostering of team-work among the professional groups concerned.

98. Departmental responsibility would permit co-ordination of government programmes of social service with those of non-governmental organizations, whose role in the general programme may be considerable and should always be significant. This significance can be increased to the degree that it is possible to associate voluntary bodies to the fullest extent with both the planning and operation of social service programmes. This can be accomplished through the establishment of councils of social service, advisory boards and other devices which allow for representation of the views of voluntary societies and free discussion between them and government, and so enable a working partnership to develop. In some countries, responsibility for large programmes of social service is vested in statutory boards or national councils, and there is a trend in certain areas for the whole field of social service to be directed and administered by such organizations.

99. As has been made clear in this report, training is an essential feature in programmes of social service, and government has a responsibility to ensure that in planning such a service adequate provision is made for the training of social service personnel at all levels of administration and operation.

100. Since social service programmes involve personal contacts with individuals, they should be administered on a decentralized basis. It is, however, necessary to consider the desirable and the possible when planning fields in which decentralization might take place. In some countries, particularly in those where central services developed from local government action, decentralization is an essential feature of the administration of social service. However, the central authority should exercise a supervisory function, in order to ensure uniformity of coverage and the maintenance of standards. Such supervision is usually carried out through the exercise of budgetary control in the form of grants and subsidies and, at the same time, advice is made available by central Government officials. In countries where social service has been initiated by a central Government, it is important that the responsibility of the

Government should not be delegated until such time as the local authority is capable both financially and technically of undertaking such responsibility. For example, however willing and financially able a local authority may be to undertake social service functions, it is imperative that services which require adequately trained personnel should not be handed over until there is the possibility of obtaining them. In some countries, training programmes at the local level have been established through the temporary secondment of staff by the central Government to organize programmes and train local personnel.

101.   In many countries, public social services originated in the efforts of charitable individuals and voluntary societies. The continued co-operation of individuals and organizations in various forms of social service is essential in spite and even because of the fact that increased governmental responsibility is a characteristic feature in the evolution of social service in most countries. Government social services rarely, if ever, make provision for all the contingencies affecting human beings. In many cases, voluntary organizations have long been the main agencies in the field, and it is unlikely that government, in planning a social service programme, can immediately take over responsibility for the services it is providing even if it wished to do so. It is also a question whether it is desirable that the work of many voluntary societies should be taken over by public authorities.

102.   In all countries, voluntary effort, whether through individual action or organized activities, supplements the services provided by government. As public services increase in scope and content, new fields for voluntary action are opened up, sometimes as a consequence of social policy. In this connexion, they continue to serve as the pioneers of social progress and are free both to enter new fields and to adapt old forms to modern needs.

103.   To the extent that voluntary effort, however organized, is considered a practical expression of national effort in social policy, it should be co-ordinated with the over-all policy of government. Assuming that there is a measure of co-ordination between the voluntary bodies themselves, some means would need to be found to ensure that the scope of the operations of such organizations and the standard of work and practice are commensurate with both the aims of the organization and their relation to the over-all policy of government. One way in which this can be accomplished is through the exercise of a varying measure of financial support, which would permit both regulation and supervision, and encourage the extension of voluntary services.

104.   In addition to the activities of voluntary societies in the accepted sense, the contribution made to social service by workers' organizations and employers, and the operation of funds for the welfare of special large categories of workers, also form an important element in social service policy. It is, therefore, a question of general policy to consider which types of social services should be left to the initiative of employers or workers and which should be part of an integrated national programme.

105.   It is inevitable that, with the complex of voluntary agencies providing social service and increasing government action in the social

field, there should be some confusion in planning social policy and some overlapping in practice. It is essential, if proper use is to be made of limited resources, to ensure that overlapping at field level is reduced to a minimum, so that the individual or groups in need of assistance will suffer neither from lack of provision nor from an unco-ordinated multiplicity of agency interest. There is thus a need for co-ordination not only among social service agencies but between such agencies and those operating in related technical fields.

106. It is within the function of the social worker to help to provide effective co-ordination in the application of all resources: individual effort, voluntary organizations, and public provision for social service, "so that individuals, families and groups may derive full benefit from the facilities and services available in the community for promoting and maintaining social and economic well-being."[2]

107. In view of the importance of the issues raised in this chapter regarding the organization and administration of programmes of social service, it would be of value to make a comparative study of existing patterns of organization for the planning and administration of social services by national and local governments and the relationship between government and voluntary agencies in this field. In addition there should be continuing research into the contents of training programmes in order to assist Governments in the training and selection of suitable staff to undertake the wider task of social service outlined in this report.

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[2] *Training for Social Work: An International Survey* (United Nations publication, Sales No.: 1950.IV.11), p. 15.

SUMMARY OF CONCLUSIONS

The foregoing discussions have attempted to demonstrate that social service is a specific area of social policy, which should be identified as such within the framework of legislation and recognized as a distinctive and important element of national planning and administration. This major consideration underlies the various conclusions arrived at in this report, which may be summarized as follows:

(1) In the rapidly changing world of today, the social aspects and effects of national development should be fully recognized. The planning of any development policy should give due consideration to the human resources on which such development depends and in whose interest it should operate. Proper emphasis on social development would result in the acceptance of the essential role of social service programmes designed to strengthen family life and improve levels of living, to prevent or alleviate individual maladjustment and social disruption, and to help in directing increased national resources towards the welfare of the people.

(2) It is the responsibility of Governments to ensure the availability of the social services needed by the population, whether such services are provided under government or non-governmental auspices. This involves the planning of comprehensive programmes of social service related to the other aspects of national policy and associating voluntary initiative with government effort.

(3) Social service has emerged as an identifiable functional process demanding appropriate standards of training and operation and, as such, should be acknowledged as a distinct area of government responsibility. It is therefore important that the administration of social service should be centred in a separate department of government, whether or not it is in the portfolio of a minister with wider responsibilities. Whatever the administrative pattern, it is essential that there should be co-ordination in planning and practice within the social service field as well as with other departments responsible for social programmes.

(4) Social work, which embodies the specific knowledge and skills used in social service and is based on scientific findings regarding human relations, is increasingly recognized as a professional activity. The availability of trained social workers is an essential requirement for the effective performance of social service; social workers may also contribute usefully to the operation of other social programmes in such fields as health, education, housing, labour and social security. Government has a responsibility to ensure that the planning for social development includes adequate provision for the training of social workers.

(5) The development of social research is indispensable for the planning and operation of social service programmes. In particular, an adequate knowledge is required of the prevailing social, cultural, political, demographic and economic factors which have a bearing on the nature and relative importance of needs to be met and on the choice of methods to be applied.

(6) The central purpose of social service should be the maintenance and strengthening of the family as the basic social unit. Emphasis should be placed accordingly on social service methods designed to prevent family breakdown, to avoid the need for removing individuals from their own homes and to assist the wife and mother in fulfilling her responsibility of maintaining the strength of the family unit and, where necessary, establishing it in new patterns of life.

(7) In the development of social service programmes, priority should be given to the promotion of the general welfare of the community rather than to the adjustment of the individual to his environment; to preventive rather than to remedial services; to services available to the whole population rather than to those dealing with problems of special groups. For these special groups, social service should be directed towards prevention and rehabilitation rather than to temporary or prolonged relief.

(8) Social service agencies, social workers and social work disciplines and skills have a vital part to play in the planning and implementation of broad programmes of community development, of programmes designed to deal with problems of industrialization and urbanization and of policies concerned with the raising of levels of living. The ultimate aim of social service is to achieve a higher state of well-being for individuals, families and communities. To this end, it is necessary that social service agencies and personnel should co-operate with other disciplines and with citizens, government officials and voluntary organizations towards the continuous improvement of economic and social conditions.

(9) Further studies are needed to clarify many aspects of social service provision and administration in order to help Governments and international organizations to make the most effective use of their resources in both providing and advising on programmes of social service. In the course of the discussions, it was suggested that further research should be undertaken under international, governmental or non-governmental auspices, in the following fields:

(*a*) The determination of the common and distinctive elements in social service and other disciplines engaged in community development, with a view to ensuring closer co-ordination and more effective team-work;

(*b*) The interrelation between social security schemes and the operation of programmes of social service, including an analysis of the experience of highly industrialized countries and its value for countries introducing social security schemes;

(*c*) The role of industrial social services and their place in an integrated national programme;

(*d*) The existing patterns of governmental structure for social service and the relationship between government and voluntary agencies in this field;

(*e*) The content of training programmes in relation to the growing requirements of social service and other social programmes.

(10) It is hoped that the United Nations will call the attention of Governments to the principles embodied in this report. The United Nations and the specialized agencies concerned might usefully examine ways of further strengthening and co-ordinating their relevant programmes and activities in order to ensure that the most effective and comprehensive assistance is given to Governments in the development of their national programmes of social service.

ANNEXES

Annex I

ECONOMIC AND SOCIAL COUNCIL RESOLUTION 663 G (XXIV)

The Economic and Social Council,

Having considered the part of the report of the Social Commission concerning its work programme for 1957-1959,

Having noted also the views expressed during the eleventh session of the Social Commission that the "Report on a Co-ordinated Policy regarding Family Levels of Living" needed to be followed by more detailed examination of the relationship of social services to other services and measures aimed at improving the family levels of living,

1. *Requests* the Secretary-General to convene, as early as practicable, a group of experts highly qualified in the field of social services and representative of countries at varying stages of economic development, to advise on:

(*a*) the scope and contents of national social service programmes and the establishment of priorities in the implementation of such programmes, taking into account economic, cultural and other variations;

(*b*) the specific contribution of social services, particularly family and child welfare services, to programmes relating to community development, urbanization and the improvement of family levels of living;

2. *Invites* the specialized agencies concerned to co-operate in the work of the group of experts in items of special interest to them;

3. *Calls upon* the Social Commission to examine the report of the group of experts, together with the comments of the Secretary-General, in connexion with consideration of the work programme of the United Nations in the social field.

Annex II

THE AIMS AND MEANS OF SOCIAL SERVICE

1. As previously stated (preface, para. 6), social service has been defined for the purpose of this report as an organized activity that aims to help towards a mutual adjustment of individuals and their social environment. This objective is achieved by the use of techniques and methods which are designed to enable individuals, groups and com-

munities to meet their needs and solve their problems of adjustment to a changing pattern of society, and by co-operative action to improve economic and social conditions.

2. The distinguishing feature of social service is that it deals with individuals as members of a group reaching out from the family to the community and so to the wider horizon of the state. It endeavours to provide a social climate in which the individual can satisfy his needs as a human being and fulfil his functions as a member of his group and community, and ensures that services are available for those members of the community who are permanently or temporarily in need of help.

3. The improvement of social conditions is a continuous process of adaptation and development towards improvement of levels of living. At a particular time, social service facilities may permit only the minimum assistance for individuals in need, but the development of social policy should include a progression in social service provision towards higher standards, which would meet the need of the individual and the family. The provision of social service programmes should not only take into account the material needs of the individual but should also enable him fully to develop his spiritual and cultural life so that he may participate usefully in the life of his community.

4. Part of the problem of clarifying the nature of social service arises because, as has been said of social work, "in its concentration on the individual in his social relationships it seeks to claim for itself a field in which most people practise for most of their lives by virtue of their human nature."[1] It is, therefore, necessary to add a caveat to the definition of social service. If social service can indeed be performed by lay citizens, untrained and unpaid, it seems that, at least for the purpose of this study, their activity should be considered as such only if it is part of an organized effort—whether under government or voluntary auspices.

5. Most activities designed to help human beings begin by being curative in nature and inevitably extend to the provision of preventive services. Social service activities are no exception, but it is important to stress the preventive action, which should operate on both the individual and his environment. Constructive and preventive services are much wider than the scope of social services as defined and are referred to more particularly in chapter I, section D. The aim of all such services is to raise the real standard of living of the community. The part which social service should play in attaining this objective is considered in terms of those constructive and preventive services which use the accumulated body of knowledge and skills derived from the application of social service methods to actual situations. It appears necessary, therefore, to elucidate the definition referred to in para. 1 above by a reference to the techniques of social service.

6. This may best be done by reference to the functions of social work as they are described in the first International Survey of Training for Social Work, which states that social work as it is actually carried out has certain common characteristics in all countries:

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[1] *Training for Social Work: Third International Survey*, op. cit., p. 37.

(1) It is a helping activity, designed to give assistance in respect of problems that prevent individuals, families and groups from achieving social and economic well-being;

(2) It is a social activity, carried on not for personal profit but under the auspices of organizations, governmental or non-governmental or both, established for the benefit of members of the community requiring assistance;

(3) It is a liaison activity through which disadvantaged individuals, families and groups may tap all the resources in the community available to meet their unsatisfied needs.[2]

In many countries where social work has become increasingly identified with the employment of trained workers, social work has become a professional service operating in the fields described above.

7. In many countries well advanced in industrialization, the evolution from the organized charity of the last century to modern forms of social service has been characterized by the development of methods of professional social work. In recent years, in a number of countries, including those in a state of rapid economic and social development, major progress in social work theory, training and practice has taken place. Despite variations in these three directions, according to time and place, common elements of social work have emerged.

8. The pioneers of social work and their successors have identified and developed the areas of knowledge and the skills required for a more effective performance of social service. First, social work has benefited from, and contributed to, the progress of psychology and sociology which has added to the knowledge of human growth and behaviour and of the social forces affecting groups and communities. This scientific knowledge has provided a basis for the understanding and skilled use of personal relationships, including the relationship that the social worker himself builds up with the individual, group or community, which is a primary process of social work.

9. Secondly, social workers use their particular knowledge of prevailing conditions and the available resources of the community which they serve, and their skill in making use of such resources, to meet individual needs by providing the necessary contacts with the appropriate agencies. One of the above-mentioned components of knowledge and skill is an exclusive feature of social work, but what is specific is their combined use to achieve social service objectives. Social work may thus be defined as an activity designed to help towards a better mutual adjustment of individuals and their social environment by the skilled use of individual capacities, personal relationships and community resources.

10. Social work is implicit in social service, but it is—or is tending to become—a profession in its own right and has consequently acquired an autonomy characteristic of any profession. Just as social workers may be trained in schools independent of social agencies, they may also be called upon to apply their skills outside social service as defined in

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[2] *Training for Social Work: An International Survey*, op. cit., pp. 13-15.

this report; they may be employed by organizations other than social service organizations, such as schools, hospitals, housing projects, or in industrial welfare (see chapter I, section D).

11. The application of social service methods requires, in addition to the trained professional social worker, a number of aids or auxiliaries who are trained on the job and who normally work under the direction of a more highly trained worker. These field workers are essential to many social service programmes.

12. On the other hand, any concerted programme of social service would include members of other professions, particularly those covered by the wider definition of "social services", such as doctors, public health workers, home economists, education officers, and other technical officers whose function is directly concerned with extension work which requires a knowledge of human relations. It is possible to identify from among the various skills required in a co-ordinated social service programme certain skills which are common to social work and the technical services involved. These skills may be broadly stated as the technique of working with people—a problem in human relations, to deal with which a body of experience has laid the foundation for training programmes. Such skills may be considered as allied to social work because they share the same aims. The character of the agency engaged in a co-ordinated programme is determined by the scope and function of that programme and, when not specifically a social service activity, takes on that nature if the part played by social workers is predominant.

Annex III

UNICEF AID FOR SOCIAL SERVICES FOR CHILDREN

1. In connexion with its consideration of the components of a national social service programme, the Expert Group on Social Services was asked for its technical opinions regarding the substantive aspects of the findings and recommendations contained in a report entitled "Possibilities of UNICEF aid for social services for children, with particular reference to institutions, day-care centres and other methods of care of children outside their homes"[3] prepared by Miss Alice Shaffer, Special Consultant to the United Nations Bureau of Social Affairs, for submission to the Executive Board of UNICEF. This report in draft form was discussed by the expert group in the light of the explanations presented by representatives of the UNICEF Administration and the Secretariat regarding the request of the Executive Board that such a study be undertaken as a basis for consideration of the extension of UNICEF policy to provide aid in this field.

2. The group welcomed the possibility of UNICEF aid being extended in the field of social services for children, and considered that an important contribution might thereby be made, particularly if a comprehensive policy is adopted that places emphasis upon measures to strengthen family life and keep the child in his own home.

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[3] E/ICEF/377.

3. During the discussions, a number of comments and suggestions were made which may be summarized as follows:

(1) The extent of the need for social services for children outside their own homes unquestionably exceeds existing estimates, and the dimensions of the problem are expanding, especially owing to the rapid growth of urban areas. Special mention was made of the need for services that enable families to keep children in their own homes, including day-care services.

(2) The existing social services and facilities, particularly in developing countries, are inadequate to meet the known needs, and the quality of care should be improved.

(3) In extending aid to social services for children, the fundamental objectives should be first, as has been stressed earlier in this report (para. 49), to strengthen the family unit and to improve the care of the child in his own home; secondly, to improve and develop the types of services such as day-care services, best suited to supplement the care of the child within his family; and thirdly, where children must be cared for on a full-time basis outside their own homes, to encourage the development of ways of providing the best possible substitute for care in the child's family including, where suitable, foster homes, adoption, boarding homes, etc.

(4) Every caution should be exercised to prevent encouraging the creation of new residential institutions. If assistance is granted to institutions, priority should be given to improving the quality of care in those already existing. In the training of personnel, appropriate attention should be given to the mental, psychological and cultural aspects of a child's development as well as to his physical growth and health.

(5) Assistance should be given to requesting countries on the basis of plans developed as an integral part of a national programme of social service, where this is possible, and should not be extended to isolated projects. Appropriate arrangements should also be made to ensure continuation of the service after termination of UNICEF aid.

(6) Priority should be given (*a*) to training personnel at all levels; (*b*) to activities of a preventive character which might enable children to live with their own families and which are most likely to have a widespread effect in the country as a whole; (*c*) to other activities described in the recommendations of the report aimed at establishing standards and assuring the progressive improvement of the quality of care for children in institutions, day-care services, etc.

(7) The Bureau of Social Affairs should prepare a statement of the essential elements of basic social services for children as a guide for planning programmes and reviewing requests for assistance. Because of the many specialized features of child welfare services, consideration might be given to convening a group of experts to study this question.

(8) The closest co-ordination should be maintained between UNICEF and the Bureau of Social Affairs, and UNICEF assistance should be conditional upon the availability of the necessary technical services.

II. COMMENTS AND PROPOSALS OF THE SECRETARY-GENERAL

A. COMMENTS ON THE REPORT OF THE GROUP OF EXPERTS

In his report to the Social Commission[1] the Secretary-General, after a brief introductory reference to the organization of the meeting of the Group of Experts on Social Services, made the following observations on the report of the group.

(1) GENERAL REMARKS

Referring to the fact that a committee of this kind was convened by the United Nations for the first time to deal with social services, the Secretary-General expressed his appreciation of the excellent work accomplished by the group of experts. In his opinion, it is notable that experts representing countries with widely varying cultures and levels of economic development have reached unanimous agreement on a definition of social service and on its place in a national policy. One may give some credit for this achievement to the increasing international exchange of experience and the technical assistance programmes in which the United Nations is participating; this also provides encouragement for further international activities in the social service field.

The experts have challenged the limited concept that social service should be primarily "concerned with the relief of destitution" (para. 30 of the report). In considering social service within the wider framework of national policies for economic and social development, they have adopted a broad approach similar to that of the previous group of experts on the Maintenance of Family Levels of Living. Both groups shared the conviction that social objectives should be placed on an equal footing with economic objectives in comprehensive social and economic planning. The experts have even found some danger in accepting without qualification the statement contained in the *Report on a Co-ordinated Policy Regarding Family Levels of Living* that preference should be given to the social measures which promote economic development (para. 14).

In the main, however, the findings of the previous group of experts have been adopted by this group as a starting point for its study of a more specific aspect of social policy. There is a gratifying consistency in the work of the two groups that enhances the value of the expert advice with which the Social Commission and the Council are thus provided.

In their discussions and conclusions, the experts have rightly focused upon the situation in developing countries. In their view, however, most problems with which social service is concerned are linked with the

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[1] E/CN.5/333/Add.1.

rapidity of technological, political and social change, a general phenomenon "which differs only in degree from country to country" (para. 4). It appears indeed that the principles underlying the whole report and the general findings of the group are applicable to countries at varying stages of economic development.

In making his comments, the Secretary-General has summarized and discussed, first, the main conclusions arrived at by the group of experts (section 2 below), then some of the more specific issues raised in the report (sections 3 to 5 below). It should be pointed out that the Secretary-General's comments were intended to assist the Commission in the examination of the report and, therefore, they do not touch upon all the points covered by the experts. For a comprehensive view of the report, it should therefore be examined in its entirety.

(2) The place of social service and social work in national policy

Social service as an essential aspect of national development

The experts repeatedly stress that "the effective development of a country requires a balanced approach from both the economic and social aspects" (para. 5) and, accordingly, that "the planning of any development policy should give due consideration to the human resources on which such development depends and in whose interest it should operate" (Summary of Conclusions, item 1). Policies dealing with the social aspects of over-all development should be designed to both "prevent individual maladjustment and social disruption" which might result from economic change, and "ensure that economic development contributes to the welfare of the population" (para. 4).

"Proper emphasis on social development would result in the acceptance of the essential role of social service programmes" (Summary of Conclusions, item 1) because social service is one of the instruments for achieving the two objectives which have been just mentioned. These objectives are embodied in the proposed definition of social service as "an organized activity that aims at helping towards a mutual adjustment of individuals and their social environment" through various specific techniques and, "through co-operative action, to improve economic and social conditions" (preface, para. 6). Likewise, the experts include among the methods of social service, social action "which modifies, adapts and adjusts social and economic conditions through corporate effort and social legislation. Such change is a continuous and necessary process and one in which social workers should show initiative and contribute their experience and skills in association with other disciplines and with members of the community, government officials and voluntary agencies" (para. 38).

On the whole, the experts have provided a comprehensive picture of social service, encompassing a broad range of activities whose ultimate aim is "to achieve a higher state of well-being for individuals, families and communities" (Summary of Conclusions, item 8). Nevertheless, the Secretary-General feels that more emphasis should have been given

in the report to the role of social service in contributing to the improvement of social legislation and economic and social conditions, particularly in the developing countries. While this fundamental aspect of social service is referred to in the paragraph of the report devoted to social action (para. 38), it has not been taken up again in the subsequent paragraph describing the elements of a comprehensive social service programme (para. 42). The latter paragraph is an enumeration of social services and social work positions which, if read out of context, provides a too limited presentation of a national social service programme. This attempt to list the elements of a national programme raises also some questions regarding the method of classification which has been adopted and the applicability of such listing to countries with widely differing conditions; for these reasons some caution would be desirable in the use of this part of the report.

Social service as a governmental responsibility

In view of their importance in national policy, "it is the responsibility of Governments to ensure the availability of the social services needed by the population, whether such services are provided under government or non-governmental auspices" (Summary of Conclusions, item 2). The experts emphasize that "social service has to be planned at the same level as other government programmes" and "should take its place alongside the other social programmes not only in the deliberations of planning authorities, but also in the allocation of funds" (para. 93) and in the governmental structure itself (para. 96).

The experts have been careful to associate in the same statement the affirmation of governmental responsibility and the reference to the contribution of voluntary initiative in the social service field. In fact, it is the view of the experts that "the continued co-operation of individuals and organizations in various forms of social service is essential in spite and even because of the fact that increased governmental responsibility is a characteristic feature in the evolution of social service in most countries" (para. 101). The pioneering and complementary role of voluntary organizations is well stated in the report; the recommendation of the experts is not that Governments should take over the operation of social service, but that voluntary effort "should be co-ordinated with the over-all policy of Government" (para. 103) and that the responsibility of public authorities in the field of social service should include the supervision and support of non-governmental agencies (*Ibid.*).[2]

Social service as a specific area of social policy

According to the experts, the functions of government regarding social service are not effectively carried out when, as in many countries, there is a "dispersal of responsibility among a number of departments" (para. 96). Social service should be recognized as a specific area of social policy. "It is therefore important that the administration of social service should be centred in a separate department of government, whether or not it is in the portfolio of a minister with wider responsibilities" (Summary of Conclusions, item 3).

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[2]

The Secretary-General wishes to underline the importance of translating the fundamental unity of social services into organizational terms. and would agree that centralization in a single department of responsibility for co-ordination, training, standards of service, research and other common elements of social services should be encouraged. However, alternative organizational schemes might usefully have been suggested for the administration of social services. In some countries, responsibility for administering social services is vested in several departments or ministries. In certain circumstances, the growth of social services may be fostered by permitting initiative to develop in various. parts of the government. Where dispersal of responsibility exists, special. problems of co-ordination arise which merit special study.

It should also be borne in mind that central ministries may or may not themselves actually provide social services. In many situations this may be the responsibility of local authorities with a greater or lesser degree of autonomy but usually working under the general direction of a central ministry or ministries. In either circumstance, the following alternatives exist: (a) that all social services might be unified and the ministry or department responsible should undertake, through the employment of social workers, the necessary social services in related services, for example, health, education, housing, etc., by agreement with the departments or ministries concerned with these other services; (b) that social services undertaken as a secondary part of the responsibilities of ministries or departments primarily responsible for related services should be operated directly by these departments, employing their own staff. In these circumstances, however, it should be possible for the standards of professional competence to be established by the department or ministry primarily responsible for social services generally. Social workers thus employed should be administratively responsible to the service by which they are appointed, but should be responsible for the standard of their professional work to the ministry or department having primary responsibility for social services; (c) that social workers in related ministries or departments should be appointed by these bodies and that the central social service department should not be responsible for their professional competence or performance. While this system actually exists in many countries, it is not satisfactory, because not only is it likely to lead to overlapping of functions but it also often results in wasteful use of social workers by administrators or other personnel in non-social work programmes who do not understand their proper function. Another real limitation in this arrangement is the unevenness of standards of service and personnel. In view of the importance of such matters for the development of a national programme, the Secretary-General concurs fully with the experts' recommendation (para. 107) that a comparative study should be made of the organization and administration of social services at national and local government levels.

The experts rightly point out that "regardless of the administrative pattern, an outstanding point is the proper co-ordination with other ministries or departments performing related services and the fostering of team-work among the professional groups concerned" (para. 97). Such co-ordination is made necessary because "the various aspects of

social policy are interrelated and react upon one another" (para. 15); this is taken up in more detail in chapter II of the report, dealing with the contribution of social service to broad programmes of economic and social development.[3] Especially interesting are the views of the experts concerning the role of social service in a developing area where diversified social programmes are still lacking: in such a case, it often happens that social service would temporarily fill the gap, for instance by organizing acitivities for children of school age for whom sufficient schools have not yet been provided, or act as a rudimentary extension service; social service would thus prepare the way for the initiation of the technical services needed in related fields (para. 15). Generally speaking, one of the important roles of social service is to promote the development of social programmes through helping communities to recognize their needs and to assist in the mobilization of resources to meet these needs (para. 37). The further question of relationships among the various technical disciplines engaged in social programmes is referred to below.[4]

The need for ensuring co-ordination among social programmes and among technical disciplines at all levels of planning, administration and operation has been well stated by the experts, but they have not formulated any concrete recommendation regarding ways of achieving such co-ordination. The previous group of experts on the Maintenance of Family Levels of Living dealt with such questions, especially with regard to the planning of social policy, but the Secretary-General has already expressed the view that they devoted more attention to such planning "than to the co-ordination of measures and services, from the standpoint both of policy and administration".[5] This matter appears therefore to require further study.

Social work as a profession

The parts of the experts' report which deal with the nature and role of social work should be read in connexion with annex II, on the Aims and Means of Social Service. This annex includes a series of basic concepts which were rightly regarded by the experts themselves as deserving careful consideration.

Social work is increasingly recognized as a profession. This finding of the Third International Survey of Training for Social Work[6] has been fully endorsed by the experts and used by them to reach a better understanding of the relationships of social service and social work. In the first place, social work "has acquired . . . an autonomy characteristic of any profession" (annex II, para. 10), which explains why social workers "are called upon to apply their skills outside social service as defined in this report" (*Ibid.*). The experts have identified a wide array of activities in which social workers must contribute "their ex-

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[3] See section (4) below.
[4] See p. 60.
[5] *Report on a Co-ordinated Policy Regarding Family Levels of Living*, op. cit., p. 63.
[6] *Training for Social Work: Third International Survey*, op. cit., pp. 54-58. Reference is made to the relevant comments of the Secretary-General included in document E/CN.5/335 on Training for Social Work.

perience in working with people, their knowledge of community resources and their ability to mobilize those resources to deal with the needs of the community" (para. 40) ; these include education, the treatment of adult offenders, court activities, housing, medical care and public health, the rehabilitation of the handicapped, industrial welfare (para. 41), and programmes of community development and social security.[7]

On the other hand, social service might operate without the co-operation of trained social workers. However, "the availability of trained social workers is an essential requirement for the effective performance of social service" (Summary of Conclusions, item 4). The experts strengthen this point by using the terminology of social work to describe the main methods of social service: casework, group work, community organization and social action. While this description leaves out an area of social service referred to in the experts' report as "the provision of material help, institutional care and other forms of assistance" (paras. 30-32), the experts have stressed the desirability of applying social work methods in conjunction with such activities.

The experts thus clearly indicate that progress in social service depends upon the availability of trained social workers. In addition to professional workers, the training of auxiliaries would be essential to many social service programmes (annex II, para. 11). It might have been useful if the experts had also discussed the observed trend towards the employment of trained social workers not only in direct practice, but also in relation to the planning and administration of social programmes, and in research activities. On these various points, reference may be made to *Training for Social Work: Third International Survey.*[8] Whether in preparing for auxiliary work, professional field work or senior positions, the Secretary-General fully agrees with the experts that it is a government responsibility to ensure that adequate provision is made for the training of social workers and that this is an important part of the planning for social development (Summary of Conclusions, item 4).

Social work as a profession is associated with other professional or technical disciplines either in social service or in other social programmes. Team-work is especially important in broad programmes, such as community development, which require concerted effort involving a variety of techniques ; the experts have suggested a further study of this aspect of the relationship between social work and other disciplines.[9] The discussions of the group on the definition and role of social work represent a useful contribution to such interdisciplinary study.

(3) THE DEVELOPMENT OF A NATIONAL SOCIAL SERVICE PROGRAMME

Emphasis on the family

Throughout their report, the experts emphasize that "the central purpose of social service should be the maintenance and strengthening

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[7] See pp. 59-61.
[8] Op. cit., pp. 58-65 and pp. 129-145.
[9] See p. 60.

of the family as the basic social unit" (Summary of Conclusions, item 6). This approach is similar to that of the working group on the Maintenance of Family Levels of Living, which considered that a co-ordinated policy on levels of living "should be primarily based on the family, as one of its main aims is to strengthen the family unit".[10] Most of the problems with which social service is dealing are described by the experts as "problems of family life" (paras. 17-24). The disruption of family life and the need to help the family unit to adjust to new patterns of life have been quoted among the main social features of urbanization (paras. 58-59). Likewise, with regard to community development, the experts consider that: "There can in fact be no success in fostering self-reliant communities . . . without a strengthening and deepening of human relations with the family" (para. 72).

Accordingly, emphasis should be placed on social service methods designed to assist the family to adjust to changing conditions (para. 21), to prevent family breakdown (Summary of Conclusions, item 6) and to deal with the problems of broken families (para. 22). As far as children are concerned, the objectives should be "first . . . to strengthen the family unit and to improve the care of the child in his own home; secondly, to improve and develop the types of services, such as day-care services, best suited to supplement the care of the child within his family; and third, where children must be cared for on a full-time basis outside their own homes, to encourage the development of ways to provide the best possible substitute for care in the child's family . . ." (annex III, para. 3).

The experts give prominence to the status of women. Frequently, women have less educational opportunities than men, and their enjoyment of new political and social rights may be impeded by adverse social attitudes (para. 19). At the same time, the responsibility of establishing the family in a new pattern rests primarily on the mother and wife (para. 23). In the opinion of the Secretary-General, these observations are generally true, but should not be over-emphasized to the point where the need for focusing assistance on the family unit as a whole would be questioned.

Priorities

One of the most important sections of the experts' report deals with the establishment of priorities in the development of a national social service programme (paras. 43-53). The similarity of approach between this group of experts and the previous one on the Maintenance of Family Levels of Living, already noted,[11] is also apparent with regard to the question of priorities. In fact, the experts have successfully demonstrated how the general findings of the previous group could be applied to a more specific field.

The experts lay down four main principles which, taking into account the particular circumstances prevailing in a given country, should govern the determination of priorities. The first principle is that "priority should be given to the promotion of the general welfare of the com-

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[10] *Report on a Co-ordinated Policy Regarding Family Levels of Living,* op. cit., para. 9.
[11] See p. 49.

munity rather than to the adjustment of the individual to his environ-
ment" (Summary of Conclusions, item 7). This implies an early con-
centration on "methods of action which involve the community in
efforts to improve economic and social conditions and to meet the
problems resulting from social change" (para. 48). Reference is thus
made to a fundamental aspect of social service which, as already said,[12]
might have received more emphasis in the experts' reports; the same
observation applies here, although the whole discussion devoted by
the experts to urbanization and to community development may be
considered an elaboration of this first principle.

The second principle is that priority should be given "to preventive
rather than to remedial services" (Summary of Conclusions, item 7).
The experts recognize that in some cases "it may be necessary to start
a social service plan with a remedial programme", but they warned
against the danger that in so doing "the solution of a particular problem
may be considered as an end in itself and with the temporary success
of a remedial solution no further action may be thought necessary"
(para. 45). Likewise, they warn the developing countries against the
tendency of following the example of many industrialized countries
where the establishment of large institutions for special categories of
individuals had been considered an essential priority (para. 49). To a
large extent, the experts link their emphasis on prevention to what
they had previously said on the need for maintaining the family unit;
it might be added that preventive measures affecting the community
as a whole are equally important.

The third principle is that priority should be given "to services avail-
able to the whole population rather than to those dealing with problems
of special groups" (Summary of Conclusions, item 7). While this
principle is to some extent a consequence of the previous one, since
preventive services tend to be of a broader scope, it extends also to
remedial programmes. For instance, "public assistance measures should
be planned to apply to the general population before specific programmes
are introduced for the relief or social assistance of one section of the
population, for example, the aged" (para. 50). This principle has not
been introduced without qualification and the experts, as shown below,
have identified some special categories for which social service pro-
vision is urgently required. It might then be more appropriate to refer
to the proposition as a desirable objective of social service planning.

Finally, the experts indicate that, in so far as the care of special groups
is concerned, "social service should be directed towards prevention
and rehabilitation rather than being limited to temporary or prolonged
relief" (Summary of Conclusions, item 7). The experts single out two
categories for which the provision of services is urgently required in
most countries. With regard to the physically and mentally handicapped,
they draw attention to the need for taking into account modern methods
of rehabilitation (para. 51). With regard to the treatment of crime and
juvenile delinquency, they express the opinion that "with the increased
skill in casework methods employed by probation officers and court

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[12] See pp. 50-51.

social workers, the use made of institutional treatment should decrease"
(para. 52).

(4) THE CONTRIBUTION OF SOCIAL SERVICE TO BROAD PROGRAMMES OF
ECONOMIC AND SOCIAL DEVELOPMENT

In accordance with the Council's resolution, the experts have under-
taken to determine how a national programme of social service, which
they had thus far described in general terms, would take shape in relation
to the requirements of broader programmes in which the country would
be engaged. They have limited themselves to the three categories of
programmes referred to specifically in the resolution, namely programmes
relating to urbanization, community development and the improvement
of levels of living—the latter having been interpreted, in order to keep
the discussion within manageable limits, as covering only social security
schemes.

Urbanization

In analysing the social problems of urbanization, the experts follow
their general line of approach, focusing upon the needs of the family.
They mention as a major problem the disruptive effects of urbanization
on family life—whether it concerns the rural family whose head is
migrating to the town, the family migrating as a unit, or the family
settled in a rapidly growing city.

The principles laid down by the experts regarding priorities in the
development of a social service programme have been found applicable
when dealing with the social problems of urbanization. In conformity
with the first principle mentioned above, "priority should be given to
community services aimed at preventing social disintegration and at
promoting, with the participation of the people themselves, improved
living conditions and social relations" (para. 62). The experts advocate
the use of neighbourhood or community centres, with the proviso that
such centres "are only really effective if they are established at the ex-
pressed wish of a group of people" (*Ibid.*). A community centre may
"become a means of strengthening the family unit, by providing a place
in which the whole family from an overcrowded home can do things
together"; it may also "stimulate in its members a sense of belonging
to a community and willingness to take active steps to improve conditions
within that community" (*Ibid.*).

In this connexion, the experts express the view that with appro-
priate adjustments, "community development techniques which have
been found successful in strengthening community life in rural areas
can be applied to urban areas" (*Ibid.*). While recognizing the importance
of this conclusion, the Secretary-General is of the opinion that it would
have been useful to elaborate this point further and to stress the differ-
ences as well as the similarities in the administration of rural and urban
community development programmes; that is, differences in methods
of identifying the community, in qualifications of community develop-
ment personnel, in training requirements, in types of problems and in
relationships with local government.

In line with this emphasis on the constructive aspects of social service, it is essential that the social worker should "help bridge the gaps in urban social policy by doing his part to mobilize public opinion in order to encourage the provision of and to work with the wider public services, such as health and education, and to foster the growth of voluntary societies to deal with specific social problems" (para. 68). An aspect of urban social policy which, in the view of the Secretary-General, deserves greater attention, relates to housing and slum clearance, in which the role to be played by social workers might have been discussed. Furthermore, the view expressed by the experts that "it is frequently too late for the social worker to influence town planning" (*Ibid.*) is questionable, and it seems that the contribution of social workers to such planning, which is in fact a continuous process, should have been stated in positive terms.

In accordance with their second principle, which gives priority to preventive over remedial services, the experts insist on the usefulness of the group activities which take place in neighbourhood centres (para. 62) and on the need to undertake, within such centres or in other settings, "education in family living, nutrition, budgeting and hygiene" (para. 65). On the other hand, the use of remedial services "to deal with problems of personal maladjustment and family disruption is . . . limited in scope by the availability of trained social workers . . . The use of highly specialized casework methods is moreover limited by the very magnitude of the social problems involved in the process of urbanization" (para. 66).

As to the third principle regarding priorities, according to which services for the general population should have priority over those dealing with the problems of special groups, the more relative character of this recommendation has already been noted. The experts indeed recognize that "the need to supply temporary shelter and assistance to migrants, to deal with children deprived of a normal home, to assist the aged or give particular attention to juvenile delinquency, tends to increase during a period of rapid industrial development and urban growth" (para. 67). However, the experts make it clear that the problems of those groups should be solved to the largest extent possible within the framework of services applying methods of community organization, group work and counselling of an educational character for the benefit of the whole population. The application of the fourth principle on priorities, that is, to provide special groups with preventive and rehabilitative services rather than with temporary or prolonged relief, would lead to the same conclusion.

In the opinion of the Secretary-General, the main finding of the experts in this field is that the aspects of urbanization affecting the development of social service programmes are not limited to the existence within the cities of a growing number of newcomers migrating from the rural areas; although this group is in special need of help, changes in the living conditions of the urban population as a whole, under the impact of urbanization, should first be taken into consideration. Moreover, the experts have rightly pointed out that comprehensive policies relating to urbanization are not limited to cities and include, as one means of slowing

down migratory movements leading to over-urbanization, a balanced development of social services in rural and urban areas (para. 70).

Community development

Under this heading, the experts discuss the contribution of social service to community development programmes, the contribution of social work knowledge and skill to community development and, finally, the relationship of social service to other technical fields.

The contribution of social service to community development depends on the type of programme and on the degree of advancement of social service at the time such a programme is being initiated (para. 76). In all cases, the general principles laid down by the experts, which emphasize the responsibility of social service towards the family unit and give priority to constructive and preventive services, as well as to services for the whole community, have been found fully applicable within the framework of community development programmes. "Social service has a definite and precise role to play in maintaining and strengthening the family unit to deal adequately with the rapidly changing conditions of modern life" (para. 72). "Social service has also a valuable contribution to make towards, and in some countries a direct responsibility for, assisting the community to make better use of its human and material resources through group activities which encourage the active participation of all members of the community including women, young people and children" (para. 73). Remedial action on behalf of "social casualties" has also been touched upon, although not prominently, as one specific role of social service (para. 75).

Just as the experts, in their discussion on urbanization, referred to the contribution of social workers to "bridge the gaps in social policy" through encouraging voluntary or governmental action,[13] so they also stress the role that social workers should play in community development programmes "in working with and encouraging the growth of voluntary organizations of all kinds . . ." (para. 74). They refer again to the possibility that social workers might introduce in an allied field a rudimentary service which would meet at least part of an expressed need and so prepare the way for the setting up of the specialized service required (para. 83). In a more advanced programme, social workers are concerned with "encouraging individuals and families to make use of the services of other technical departments" (para. 72).

One major finding of the experts is that social work knowledge and skills have "a wider scope in community development than the participation of social workers in actual field work" (para. 76). The attitude of the trained social worker towards individuals and groups, based on mutual understanding and respect, "is essentially one upon which successful community development depends" (*Ibid.*). The experts endorse the findings of *Training for Social Work: Third International Survey,* which has identified a number of processes as common to social work and community development.[14] Consequently, "the social worker can . . .

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[13] See p. 58.
[14] Op. cit., pp. 83-92.

be used effectively to help to train workers of other disciplines engaged in community development in the art of working with people, getting ideas across and stimulating and encouraging their efforts. The multi-purpose worker or village level worker also needs the foundation of social work training . . ." (*Ibid.*). Besides their participation in training, the role of social workers in community development programmes should include the possibility of their experience being "drawn upon by enabling them to serve in a supervisory and consultative capacity" (para. 79). Social workers also have a distinctive part to play in research activities undertaken for the launching or the evaluation of such pró-grammes (para. 80).

The experts do not discuss in detail the relationship of social service to other technical fields. They recognize the need for "a co-ordinated team approach, through the extension method, by the major technical and professional services engaged in development programmes" (para. 82). They suggest that "further study should be made to determine the common and distinctive elements in the various disciplines engaged in community development with a view to ensuring closer co-ordination and more effective team-work" (para. 85). Here again[15] the general discussions of the experts on the definition and role of social service and social work represent by themselves a useful contribution to such interdisciplinary studies. In the view of the Secretary-General, the experts' report might be of considerable assistance in the future work of the Administrative Committee on Co-ordination regarding community development programmes, especially in connexion with a further discussion of the role of social service in such programmes.[16]

Social security

The experts dwell on the growing importance of social security schemes in the social policy of many countries. To be fully effective, such schemes must be co-ordinated with other social programmes, taking into account "the whole range of services designed to help the individual to maintain his place in society and to fulfil his functions as a member of a community" (para. 87). In particular, "the association of social service with programmes of social security should be ensured" (para. 90). This idea, one of the basic findings of the previous group of experts on the Maintenance of Family Levels of Living, has been substantiated in the present report by reference to the experience of various countries.

This experience has shown that co-operation of social service and social security has taken place, according to this experience, "in one of three ways: by the employment of social workers as part of the admin-istrative structure of social security agencies; by co-ordinating within the same agency the granting of benefits and the provision of related social services; by the provision of co-ordinating machinery to ensure that the social service aspects of social security schemes are taken into full account" (para. 90). Social workers may be employed in social security agencies at the operational level, for instance to assist disabled

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[15] See p. 54.

[16] See "Twentieth Report of the Administrative Committee on Co-ordination to the Economic and Social Council" (E/2931), Annex III, pp. 24-25.

persons receiving cash benefits to take full advantage of modern methods of rehabilitation; at the administrative level; and in relation to planning and research (para. 89). Social workers may play a major role in public assistance programmes where eligibility and the amount of benefits are determined on an individualized basis (para. 91).

This discussion of the relationship between social service and social security is of an exploratory character and, according to the experts themselves, requires further study. The Secretary-General is of the opinion that the experts have usefully pointed to an area of social policy to which little attention has been devoted until now and where a systematic analysis of the experience of some highly industrialized countries would be of value to countries introducing social security schemes. This could be an important field for joint study by the United Nations and the International Labour Office.

(5) THE PLANNING AND ADMINISTRATION OF SOCIAL SERVICE

Planning

The need for planning social service programmes is implied in the whole report, particularly in the attempt to describe national programmes and to define principles regarding priorities in the development of such programmes. Following a general recommendation that social service should be planned at the same level as other governmental programmes and co-ordinated with other areas of social policy,[17] the experts refer to the *Report on a Co-ordinated Policy Regarding Family Levels of Living*[18] for a detailed examination of the machinery for planning. They devote some discussion, however, to three major aspects of planning. First, they provide a helpful analysis of the main factors—social and cultural, demographic, economic—which have a bearing on the nature of needs to be met by social service and the choice of methods to be applied (paras. 9-14). Secondly, they underline the importance of social research for the planning and operation of social service programmes (Summary of Conclusions, item 5). Thirdly, they mention provision for the training of social workers as an essential element of planning.[19] While in agreement with the views expressed by the experts on these various points, the Secretary-General considers that a much more detailed analysis of the specific problems of social service planning and its relationship to planning in other fields is needed in order to provide effective guidance to Governments.

Administration

The main conclusions of the experts regarding the governmental structure for social service have previously been referred to.[20] Some additional comments are given below on the discussions devoted by the experts to decentralization and to the relationship between government and voluntary organizations.

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[17] See p. 51.
[18] Op. cit., paras. 134-152.
[19] See p. 54.
[20] See pp. 51-53.

Decentralization is regarded by the experts as a desirable feature of the administration of social service programmes, since these programmes involve personal contacts with individuals, but also as one requiring caution. "The responsibility of the Government should not be delegated until such time as the local authority is capable both financially and technically of undertaking such responsibility" (para. 100). The central Government must in any case retain a supervisory function in order to ensure "uniformity of coverage and the maintenance of standards" (*Ibid.*). These views, although more briefly stated, are similar to those expressed in the *Report on a Co-ordinated Policy Regarding Family Levels of Living.*[21] While both reports emphasize this supervisory relationship of central to local government, equal or greater stress might have been put on the assistance—both technical and financial—that central Government can give local authorities in establishing and improving social services.

Towards voluntary organizations, the important role of which in the social service field is emphasized by the experts,[22] it is a responsibility of Governments "to ensure that the scope of the operations of such organizations and the standard of work and practice are commensurate with both the aims of the organization and their relation to the over-all policy of Government. One method by which this can be accomplished is through the exercise of a varying measure of financial support which would permit both regulation and supervision, and encourage the extension of voluntary services" (para. 103). As indicated by the experts, some measure of co-ordination among the voluntary agencies themselves and with governmental action is essential for the effectiveness of social service programmes; however, the Secretary-General wishes to emphasize what he believes to be implicit in the experts' report, namely that co-ordination of voluntary effort does not mean that Government could or should control the activities of voluntary organizations.

The experts make a special reference to employers and to workers' organizations initiating social services which may form an important part of the non-governmental sector (para. 104). They point to the need for a study of the role and place of such services within an integrated national programme (Summary of Conclusions, item 9).

The whole chapter of the report on the administration of social service raises important issues, which as already mentioned, have not been dealt with in detail. The experts themselves have identified areas for further study, including a comparative study of existing patterns of governmental structure for social service, a study of the relationship between governmental and voluntary agencies in this field and continuing research into the contents of training programmes required for an effective performance of social service as described in the report (para. 107).

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[21] Op. cit., paras. 157-163.
[22] See p. 51.

B. PROPOSALS

(1) SUGGESTIONS FOR IMMEDIATE ACTION

From the above analysis and comments, it may be concluded that the report of the group of experts represents an important step forward towards further efforts in the social service field at both national and international levels. It is believed that the conclusions and recommendations embodied in the report will prove helpful to Governments which are considering the establishment or the improvement of a national social service programme. Furthermore, the experts have identified some important areas requiring further studies and suggest that such studies should be undertaken, not only by the interested international organizations, but also at the national level—whether under government or non-governmental auspices. For these reasons, the Social Commission might wish to recommend to the Economic and Social Council that it should express appreciation and general approval of the report and bring it to the attention of Governments.

The Social Commission might also wish to recommend to the Council that the report should be used in relation to the United Nations programme of technical assistance. In particular, the report would serve as a useful guide for technical assistance experts or consultants called upon to assist Governments in the development of social service programmes. It might equally be included among the background materials for regional seminars, such as those concerning the organization and administration of social services and training for social work.

(2) SUGGESTIONS FOR FUTURE ACTION

In view of the importance of social service programmes in national social policies, the Secretary-General believes that the experts' report might be regarded as a valuable starting-point for more intensive study and research. The Secretary-General would like to suggest below some additional steps that might be taken in order to secure the co-operation of Governments and prepare the way for further discussion of the subject by the Social Commission and the Council at later sessions.

The Social Commission may desire to recommend to the Council that it should request the Secretary-General to transmit the report to Governments for comments, and to prepare an analysis of the replies received. Governments would be requested more particularly: (a) to comment on the findings of the group of experts and on the applicability of such findings to their respective countries; and (b) to inform the Secretary-General of any relevant study which might already have been undertaken or that Governments intend to undertake or promote on the basis of the suggestions of the experts.

The completion of the work programme of the Social Commission for 1959-1961 would also, as indicated below, help to supplement the findings of the group of experts on points identified as requiring further study. When the Social Commission and the Council have reviewed the comments of Governments on the experts' report and the progress made in relevant aspects of the work programme, they may wish to request the Secretary-General to prepare a consolidated document combining the findings of the group of experts and the outcome of the further work accomplished on the subject.

(3)   SUGGESTIONS RELATING TO THE WORK PROGRAMME OF THE SOCIAL COMMISSION FOR 1959-1961

Among the projects which have been included in the work programme currently submitted to the Social Commission, several would deal with aspects of social service which have been identified by the experts as requiring further study (Summary of Conclusions, item 9). In particular, the experts have clearly demonstrated the need for further research on "the determination of the common and distinctive elements in social service and other disciplines engaged in community development, with a view to ensuring closer co-ordination and more effective teamwork." It is the opinion of the Secretary-General that continued study in this field, in co-operation with the specialized agencies concerned, should receive high priority in the work programme during the coming years. In this connexion, reference is made to the completion of the study of the technical services contributing to community development, included in the proposals submitted to the Commission. Similar inter-agency studies could be usefully undertaken, whenever possible, outside the specific framework of community development; examples of such projects are the proposed joint United Nations World Health Organization European Seminar on the Role of Health Workers and Social Workers in meeting Family Needs and the proposed study on the role of home economists and social workers in meeting family needs.

The experts have recommended further study of "the existing patterns of governmental structure for social service and the relationship between government and voluntary agencies in this field". Such questions are to be discussed in the proposed regional seminars on the organization and administration of social services. In addition, the proposed work programme for 1959-1961 includes the completion of the study of problems in the administration of grants-in-aid for the promotion of social service programmes, the undertaking of a study of the relationship between government and voluntary agencies, and of a review of existing patterns in the organization and administration of social services.

The suggestion of the experts regarding the study of "the content of training programmes in relation to the growing requirements of social service and other social programmes" corresponds to the high priority that the Social Commission has given for many years to social work training. Reference is made to the report prepared by the Secretary-General on this item of the Commission's agenda.

Finally, the experts have recommended two studies dealing respectively with "the interrelation between social security schemes and the

operation of social service programmes" and "the role of industrial social services and their place in an integrated national programme". These two studies are each of special interest to both the United Nations and the International Labour Office. That additional research in the two fields thus defined would be beneficial has been recognized by both this group of experts and the previous group on the maintenance of family levels of living. The Secretary-General shares this view and accordingly suggests that he might be invited by the Social Commission and the Council to explore with the International Labour Office the possibility of jointly undertaking a study of these matters.

(4) Concerted international action

The experts did not discuss the objectives of the social service programme of the United Nations and its relationship to other programmes undertaken by the United Nations or by the interested specialized agencies, since these matters did not fall within their terms of reference. However, they expressed the wish that "the United Nations and the specialized agencies concerned might usefully examine ways of further strengthening and co-ordinating their relevant programmes and activities in order to ensure that the most effective and comprehensive assistance is given to Governments in the development of their national programmes of social service" (Summary of Conclusions, item 10). ·

The question of concerted action by the United Nations and the specialized agencies in the social field is of constant concern to these organizations and the members of the Social Commission are regularly informed of the efforts made to achieve more effective co-ordination. The Secretary-General is of the opinion that the group of experts has made a positive contribution to this endeavour in further defining the relationship between social service and other social programmes. Furthermore, the studies recommended by the group of experts will provide opportunities for further co-operation between the United Nations and the specialized agencies concerned.

III. RESOLUTION 731 D (XXVIII) OF THE ECONOMIC AND SOCIAL COUNCIL

RESOLUTION 731 D (XXVIII) ADOPTED BY THE ECONOMIC AND SOCIAL COUNCIL ON 30 JULY 1959

The Economic and Social Council,

Having considered the observations and conclusions of the Social Commission on the needs in the field of social service as reflected in its report,[1]

Noting especially the growing impact of social and economic change on the welfare of the family and the importance of extending social service for the protection and strengthening of family life,

Recognizing that further progress in raising family levels of living in many countries will be favourably influenced by the establishment of social service programmes planned in relation to other aspects of social policy and economic development,

1. *Expresses its appreciation* to the group of experts for its report on national social service programmes considering the great importance of its conclusions;

2. *Expresses its thanks* to those concerned in the preparation of the publication entitled *Training for Social Work: Third International Survey;*[2]

3. *Proposes* that, in preparing the work programme, the United Nations should give particular attention to assisting Member States at their request, in drawing up, organizing and administering national social service programmes and in training the necessary personnel;

4. *Requests* the Secretary-General to invite the comments of States Members of the United Nations, the specialized agencies concerned, and appropriate non-governmental organizations in consultative status on the following documents, taking into account the views of the members of the Social Commission on these documents:

(a) The report of the group of experts on national social service programmes,

(b) The observations of the Secretary-General thereon,

(c) The publication entitled *Training for Social Work: Third International Survey.*

5. *Requests further* that the Secretary-General present an analysis of the comments of Governments, the specialized agencies concerned and appropriate non-governmental organizations in consultative status,
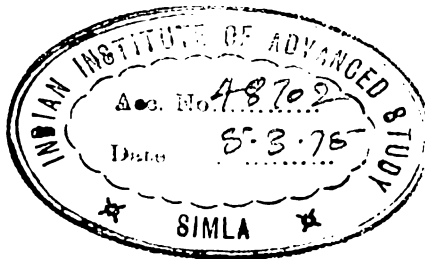
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[1] *Official Records of the Economic and Social Council, Twenty-eighth session,* Supplement No. 11 (E/3265/Rev.1), chap. IV.

[2] United Nations publication, Sales No.: 59.IV.1.

together with his comments thereon to the Social Commission at its thirteenth session;

6. *Authorizes* the Secretary-General to convene an expert group of key national social welfare officials selected from among Member States at different stages of economic development and with different social structures, to analyse recent national experience and to identify under-lying principles and effective methods, in the organization and adminis-tration of social service, taking into account the comments on the subject called for in paragraph 4 above.