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Methods of Social Welfare Administration

UNITED NATIONS

DEPARTMENT OF SOCIAL AFFAIRS

New York, 1950

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E/CN.5/224

25 October 1950

UNITED NATIONS PUBLICATIONS

Sales No.: 1950.IV.10

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[1] Child welfare organization only.

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TERMS OF REFERENCE

"The Social Commission, . . .

"Invites the Secretariat:

"(*a*) . . .

"(*b*) . . .

"(*c*) To study the methods of social welfare administration at present in operation in the various countries, and to report to the Commission thereon;

"(*d*) . . ."

(United Nations Economic and Social Council, Social Commission, 5 February 1947, E/260, para. 19).

"The Economic and Social Council,

"Having on 21 June 1946 referred to the Social Commission for study and recommendation a number of problems and activities in the field of social welfare which should be taken into account in developing a long-term programme in this field,

"Requests the Secretary-General, in co-operation with the specialized agencies concerned,

"1. To arrange for a study of:

"(*a*) Methods of social welfare administration at present in use in different countries;

"(*b*) . . .

"(*c*) . . .

"2. To submit a report to the Social Commission and to the Council . . . on item (*a*) at a subsequent session."

(United Nations Economic and Social Council, resolution 43 E (IV), 29 March 1947, E/437).

I. INTRODUCTION

Origin

Charged with responsibility to advise the Economic and Social Council on practical measures that might be needed in the social field, and convinced that the advisory social welfare services authorized by the General Assembly at its first session would be largely concerned with questions of social administration, the Social Commission at its first session called for a study of "methods of social welfare administration at present in use in the various countries". The Economic and Social Council repeated this request and asked that this study be reported both to itself and to the Commission.[1]

Purpose

This report brings together background information useful in a long-range international social welfare programme of assistance to Governments. It is hoped particularly that it may help in (*a*) the selection of countries of observation under the fellowship programme; (*b*) the selection of social welfare experts; and generally (*c*) the evaluation of needs and exploration of the best way of meeting them. It is hoped that it may help also in the defining of problems that call for more thorough investigation before standards of practice can usefully be recommended.

Frame of Reference

In taking joint and separate action for the achievement of higher standards of living and conditions of social progress and development,[2] the various countries have organized many positive social services as well as formulating their social objectives in solemn declarations of human rights.

It is toward the progressive practical attainment of these common ends --to which members have pledged themselves in the Charter of the United Nations and the Universal Declaration of Human Rights—that this study is directed.[3]

Scope

In addition to organized social action aimed at solving problems of health, education, rural welfare, and employment, other social services have been organized with a view to community, family and child welfare; social defence; rehabilitation of the handicapped; housing and town and

[1] E/260, para. 19; Economic and Social Council resolution 43 (IV).
[2] Charter, Articles 55, 56.
[3] Cf. Universal Declaration of Human Rights, articles 22, 23, 25, 27.

country planning; and, in general, the organization of means of putting persons into effective relationship with the social resources of which they stand in need. It is with the administration of such social welfare services as these that this study is more particularly concerned.[4]

Sources of Information

The general plan of study was drawn up by the Secretariat in consultation with Social Commission members and interested specialized agencies. All the information contained in the country monographs that follow was supplied by Governments. Most of it came in the form of specially prepared answers to a questionnaire on methods of social welfare administration that was sent to all Member Governments and to those non-members that indicated a wish to be included. Much was derived from answers to other questionnaires, including especially one on child welfare organization. Some was derived from laws, regulations, reports and information material made available by Governments. In a few instances, Governments were assisted in the preparation of statements by experts who happened to be working with them at their request under the United Nations advisory social welfare services. In every instance the material derived from Governments was edited by the Secretariat, so as to ensure conformity with a general plan, and the completed statement was submitted to the Government concerned for review prior to publication.

Monographs and Conclusions

The bulk of this report consists of thirty country monographs, grouped by continents. These are followed by general conclusions arising out of the monographs and referring back to them, but not aimed at the making of formal recommendations.

In the light of the information here assembled, the Secretary-General feels that each country would be well advised to develop methods of social welfare administration in harmony with its own traditions and needs.

[4] Cf. E/41, para. 11; E/CN.5/108/Rev.1, para. 3; E/1678, annex IV, para. 11.

II. AFRICA

Egypt

I. Field Administration

A. *Direct administration by the central Government*

This is the normal method of governmental participation in social welfare activities. Channels through which government reaches the people include:

1. Rural social centres:

There are now 111 centres, distributed over all the provinces, each serving 10,000 inhabitants—in all about 1,250,000 rural dwellers.

The object of the social centre is to provide all the services needed by the village. It consists essentially of a meeting hall with a radio apparatus, a library, the agronomist's office and house, a medical consulting room for diagnosis and out-patient treatment with a dispensary and a rest room, a maternity and child welfare centre with a diagnostic room, labour room and lying-in ward and a residence for the health visitor, a workshop for teaching rural crafts, a filtering plant to supply clean drinking water, with watering troughs for animals attached to it, public baths and washhouses, public playground, housing for pedigree animals, and a model field an acre in extent for demonstrating modern methods of cultivation.

2. Social assistance:

(*a*) Pensions as of right (law of 4 July 1950, in force 1951). These are authorized for four categories of needy persons: (i) widowed mothers, (ii) fatherless children, (iii) aged persons, and (iv) totally incapacitated persons. The Ministry's local Social Security Offices are to register and investigate applications; and its Social Security Inspectorate is to make the final determination and to notify the applicant.

(*b*) Discretionary assistance. This is granted in cash or kind by the central Ministry (see III. A. 3 below).

B. *Administration by local government*

Local government units seldom take the lead in social welfare activities; but the fourteen provincial councils administer some institutions, such as

orphanages and schools, and they are active in the health field (e.g., maternal and infant consultations).

C. *Administration by non-governmental organizations*

Prime responsibility rests with relatives, friends, neighbours and co-religionists. Their unorganized private action is supplemented by:

1. Voluntary organizations, of which over 3,000 are known to the Ministry of Social Affairs (see VII below); and

2. Trusts, administered by the Ministry of Wakf.

Some aspects of this problem have not arisen to any great extent, owing to:
social welfare field, and
(*a*) Limited utilization of ordinary organs of local government in the

II. Relations between Centre and Field

(*a*) Principles:

2. Stimulation of local participation:
work (see IV. B. 2 below). The same fourteen regions are used by the Departments of the Fellah and of Co-operatives.
Each technical service organizes the local areas most suitable to its own

1. Regional devolution:
tion, and (iii) local citizens' committees and the enlistment of responsible

Some branches of the central Government's own social welfare activities are administered directly from the capital with little regional devolution. There is, however, a trend towards decentralized administration illustrated by: (i) regional and local offices, (ii) supervisory or advisory field staffs such as the inspectorate that has been developed by the Ministry of Educa-

(*b*) Lack of continuing governmental administrative supervision over non-governmental organizations.

(i) The people must be convinced that the social centre is useful to the village, so that they shall ask for it, share in its cost, and co-operate with its officers in managing it;

(ii) The centre must embrace and integrate every department of village life—economic, hygienic, cultural and social;

(iii) The centre must be simple and cheap at the outset, and the scheme must be executed progressively, avoiding sudden moves and improvisations;
civic participation.

A. *Developments connected with rural social centres*

(iv) The rural social centre must be conducted by the people themselves. In managing their affairs and improving their village on democratic lines, they learn their rights and duties as citizens, and experience in practice their power to serve themselves and revitalize their village by their own efforts.

(*b*) Social education:

Before the centre is founded, officials of the Fellahin Department visit the village repeatedly, hold meetings of the villagers, exchange views on its affairs and needs and discuss what can be done to meet them. In this way interest is aroused and the people have a spontaneous desire for a centre. To ensure that the demand is real, the Department makes a condition that the village must pay the first £E1,500, give two acres of land and set aside three houses temporarily while the centre is being built so that its work may start at once. Frequently the richer people will offer to defray the whole cost, but the Department discourages this, as it is anxious to ensure that the centre is an institution belonging to the whole population.

(*c*) Social Centre Society:

All the villagers join, paying an annual subscription. This body supervises the erection of the buildings. It has five committees, the members of which are democratically elected: (i) economic and agricultural; (ii) mutual aid; (iii) cultural, educational and recreational; (iv) health and sanitation; and (v) conciliation.

B. *Developments connected with social assistance*

Participation of local people in the administration of pensions, with a view to increasing assumption of social welfare responsibilities by the local community, is provided for by establishment by the Ministry of Social Security of committees for the purpose of checking, completing and verifying applications for pensions, in close contact with the Ministry's Social Security Offices.

1. Mandatory provisions:

(*a*) Social Security Committees in urban areas: Chairman, the chief of police (Maamour) or his deputy; other members, unpaid appointees.

(*b*) Social Security Committees in villages: Chairman, the mayor (Omda); other ex-officio members, (i) the Sheikhs of Balad, and (ii) the Sarraf (tax collector); other members, unpaid appointees (permissive).

2. Permissive provisions:

To carry out the functions of Social Security Committees, the Ministry may use:

(*a*) Rural social centres.

(*b*) Registered benevolent or co-operative societies.

(*c*) Provincial, municipal and local councils.

III. Administrative Specialization at the Centre

Ministries engaged in social welfare activities include:

A. *Ministry of Social Affairs*

Established in 1939, this Ministry has, in addition to an Administration Department, departments (directorates) and divisions for the following purposes:

1. Fellahin Affairs Department (employing nearly half the staff of the Ministry, 1950):

(*a*) Rural social centres (see A. II above).

(*b*) Civil engineering, irrigation.

(*c*) Sanitation.

2. Social Security Department (under law of 4 July 1950):

(*a*) Pensions as of right.

(*b*) Discretionary assistance (embracing public assistance grants, soup kitchens, and emergency relief, transferred from paragraph 3 below).

3. Urban Social Services Department:

(*a*) Voluntary welfare organizations: supervision of their legality; subsidization.

(*b*) Urban community centres:

(i) Discretionary public assistance: non-recurring grants (1,600 cases, 1948), mainly in cash, less often in kind, including rehabilitative tools; administered so far as possible through twenty-six urban welfare offices after casework investigation; urban social centres, including welfare offices;

(ii) Soup kitchens (50-65), free or below cost, for persons certified as indigent (70,000 per day, winter 1949-50);

(iii) Recreation: supervision of athletic clubs; operation of playgrounds (nineteen);

(iv) Community centres (nine), combining public assistance, kitchens, playgrounds, and public baths and washhouses.

(*c*) Emergency relief: for flood and cholera victims and refugees.

(*d*) Residential institutions: public (three for 1,000 adults, two for 175 children) and private (140).

4. Co-operative Department (supervising 2,000 societies):

(*a*) Consumer co-operatives.

(*b*) Agricultural co-operatives.

(*c*) Social service.
(*d*) Rationing.
(*e*) Field work: regional offices (seventeen inspectorates).

5. Labour Department:
(*a*) Law enforcement (child labour, etc.).
(*b*) Housing.
(*c*) Trade unions: labour-management relations.
(*d*) Vocational training.
(*e*) Social services for workers.

6. Social guidance division (attached to Administration Department):
(*a*) Informational films, plays, publications, broadcasts.
(*b*) Inspection and censorship.

B. *Other Ministries*

1. Ministry of Wakf:
Administration of many trust funds, devoted to particular uses, including:
(*a*) Residential institutions (school for orphans; home for aged).
(*b*) Health agencies (hospitals; clinics; free treatment for the poor).
(*c*) Direct assistance to poor families (continuing cash allowances are available from this source, but not before 1951 from public funds).
(*d*) Grants to non-governmental organizations.

2. Ministry of Health:
(*a*) Free treatment through hospitals and clinics (dependent for full effectiveness on preventive and educative work and on availability of personnel and facilities throughout the country).
(*b*) Maternal and infant health centres (75 urban; 155 rural).
(*c*) Foundling homes for infants and young children.
(*d*) Public baths and washhouses.

3. Ministry of Agriculture:
Demonstration farms.

4. Ministry of Education:
(*a*) Adaptation of education to meet the needs of all sections of the population, so as to make the compulsory education law effective.
(*b*) Medical care for school children (1,150,000 treated, 1947-48).
(*c*) School feeding.
(*d*) Social activities and sports in secondary schools.
(*e*) Child guidance clinics (two).

5. Ministry of the Interior:

(*a*) Police and correctional institutions.

(*b*) Local self-government.

6. Ministry of Justice:

(*a*) Courts commit old unlicensed beggars and other old people who cannot support themselves to be cared for in former army camps and barracks.

(*b*) Courts commit juvenile delinquents to correctional education.

(*c*) Courts deal with domestic cases involving care and maintenance and may relieve parents of their rights and obligations in cases of neglect or desertion.

7. Ministry of War:

Prison department, operating reformatories for vagrant and delinquent children.

IV. Administrative Co-ordination

A. *Central co-ordination*

1. Consultation:

(*a*) A Supreme Council for Social Security, representing governmental and non-governmental bodies interested in social affairs, is provided for in the law of 4 July 1950.

(*b*) A Supreme Council for Workers' and Peasants' Affairs, established in 1946, with the Prime Minister as chairman and the ministers concerned as members, reviewed the experiment in rural social centres and prepared the way for their adoption as an administrative method by which the various departments could better serve the rural population.

(*c*) Inter-departmental committees are also set up for special purposes.

2. Central registration of assistance:

Under the law of 4 July 1950, all governmental and non-governmental agencies must notify the Social Security Department monthly of all assistance payments made by them to individuals or families, in cash or in kind (from 1951).

3. There is some overlapping, e.g., several Ministries are responsible for:

(*a*) Baths and wash-houses.

(*b*) Wells.

(*c*) Rural education.

(*d*) Medical care.

B. *Local co-ordination*

1. In urban areas, co-ordination is beginning between services provided by the various Ministries and by voluntary agencies. Urban social centres

are an attempt by the Ministry of Social Affairs to meet a wide range of needs. Alexandria has a Council of Social Agencies which maintains a Social Service Index.

2. In rural areas, services of many departments are rendered through the rural social centres. These become to some extent a common focal point through which the services of specialized regional units can be made available:

(*a*) Each group of centres is now served by a health unit with full technical equipment, the services of which are thus made available to 30,000-50,000 persons.

(*b*) Likewise, agricultural units cover areas of about 50,000 acres each. The centre staff are thus able to refer for expert help any questions of health and agriculture that call for it.

(*c*) In every village with a centre there has also been set up a co-operative society to supply cultivators with credits and agricultural requirements, to erect necessary plants such as milk-processing factories and repair shops, and to market produce.

(*d*) An agricultural school is established in connexion with every centre, where pupils spend half the day on theory and the other half on practice in the school plot or workshop. The centre supervises the leisure-time activities of the pupils, and arranges night classes for adults in the village schools.

V. Finance

Cost sharing

The Ministry of Social Affairs elicits the financial participation of villagers in their rural social centres:

(*a*) Cost of provision, installation and equipment in first year: average total cost per centre, £E 8,100 (81 piastres *per capita*); government contribution, £E 6,000; village contribution, £E 1,500 plus land plus housing.

(*b*) Cost of operation: total cost, £E 2,400 (24 piastres *per capita*); government contribution, £E 1,000 plus salaries.

VI. Personnel

A. *Ministry of Social Affairs*

1. Persons employed (February 1950):

Technical and administrative grades	1,776
Clerical grades	589
Unclassified	1,090
Total	3,455

2. Qualifications:

In the technical and administrative grades, 496 officials had university degrees or equivalent diplomas.

3. Recruitment and promotion:

These are controlled by the Ministry and its Departments in accordance with:

(*a*) General civil service regulations; and

(*b*) The budget administered by the Ministry of Finance.

4. International aid:

The United Nations has provided advice on in-service training and social assistance. The International Labour Organization has advised on social insurance.

B. *Staffing of rural social centres*

1. The head of the centre is called a rural or agricultural social worker. He is an agronomist, who is chosen from graduates of agricultural colleges for his personal integrity and fitness for work in the country. He takes a special course in rural social service lasting six months and ending in an examination. If successful, he spends two months in practical work in one of the centres, and starts his field training with a comprehensive survey of the village side by side with a social and economic investigation of every family in it. He has to assist the villagers and advise them on the practice of modern methods, and at the same time to act as their agricultural adviser, convincing the fellahin that they can increase their yields by using selected seed, modern methods of pest destruction, planting, fertilization and breeding, and by raising specially profitable crops such as fruit and vegetables. At the same time the social agronomist fulfils the function of a social worker, assisting villagers to carry out their plans, whether social, economic, cultural or recreational. One of the basic functions for which he is responsible is the introduction and encouragement of home crafts to occupy the peasants' leisure time and increase their earnings. Owing to his position of responsibility and prestige, he helps them to solve their problems and make up their quarrels, and to deal with external agencies such as the inspectors of irrigation and agriculture and the agricultural credit bank.

2. The doctor works whole-time in the village; he has no fixed consulting hours, and his task is to instruct the village in hygiene and to plan and execute a sound health policy. He shows them how to avoid disease, inoculates them, treats them in his consulting room or in their homes, dispenses medicine, and carries out a full medical examination of every person.

3. The health visitor is a graduate of the school at the Qasr el Aini Hospital who has undergone a thorough course in rural social service: ante- and post-natal hygiene, child care, domestic hygiene, handicrafts, etc. She is assisted by the village midwives and wet-nurses, whom she instructs and controls, and she selects suitable girls to send to hospital as trainees for a year, to learn child care and dispensing. She aims at improving, in the course of time, the capacity of the villagers to help themselves.

4. The remaining staff are technicians who work for more than one centre:

(*a*) The dispenser, who visits once in two weeks.

(*b*) The handicrafts instructor.

(*c*) The needlework instructress.

(*d*) The veterinary surgeon.

(*e*) The engineer in charge of the buildings of the centre, and

(*f*) The junior club leader, for whom a four-month course in group leadership is given at Cairo.

VII. Non-Governmental Organizations

A. *Kinds used*

1. Mutual aid organizations:

(*a*) Rural: They are being stimulated through the rural social centres.

(*b*) Urban: Trade unions (250,000 members) try to raise living standards by bargaining for industrial welfare (canteens, housing, etc.), but cannot afford provident funds at the sole charge of their members.

2. Benevolent organizations:

These are numerous and include:

(*a*) Egyptian Association for Social Studies (from 1937) which has established the Cairo School of Social Work, demonstration centres for training boys' club and playground leaders, and the first demonstration rural social centres.

(*b*) Society for Mothers' and Infants' Welfare.

(*c*) Women's Health Improvement Association.

(*d*) Association for the Blind.

(*e*) Egyptian Union for Child Welfare, embracing twenty-four agencies.

3. Religious organizations:

These include Moslem, Coptic and other benevolent societies.

B. *Supervision*

Under a law of 1945 administered by the Ministry of Social Affairs:

(*a*) All benevolent organizations and welfare institutions must be registered.

(*b*) They are subject to inspection to assure compliance with their by-laws.

(*c*) They require the permission of the Ministry before raising funds.

(*d*) They can be liquidated for non-fulfilment of their purpose or non-compliance with legal requirements.

C. *Financing*

1. Voluntary subscriptions reported by 2,712 registered benevolent organizations: £E 745,000 (1949).

2. Government appropriation to registered benevolent organizations: £E 233,000 (1949-50).

Union of South Africa

I. Field Administration

A. *Direct administration by the central Government*

Central Government departments engaged in social welfare activities usually operate directly through branch offices. Of these, the most important are:

1. Regional offices of the Department of Social Welfare:

Under a plan for administrative decentralization these number forty-eight, so as to facilitate contact between the Department and the persons and agencies that seek its assistance.

2. Magistrates' offices of the Department of Justice:

Besides discharging their own specific functions, these act on behalf of the Department of Social Welfare in places where the latter's regional offices cannot be easily reached. Magistrates and commissioners of child welfare are responsible, at all centres, for the judicial functions under the Children's Act (1939).

B. *Administration by local government*

Social welfare activities in the restricted sense of that term are generally not the function of local government authorities.

1. Provincial administration:

One of the four provinces (Natal) is responsible for one form of public assistance (poor relief) and charitable institutions, a responsibility devolving on the central Department of Social Welfare for the other three provinces. All provincial governments are responsible for primary and secondary education and general hospitals, which services include provision for: hospital social work, nursery schools, vocational guidance, special education of subnormals and high-grade mental defectives, speech defectives, cripples, and the hard-of-hearing.

2. Municipal administration:

Municipalities whose main responsibilities are for public health and amenities increasingly include some forms of social work, more particularly child welfare, amongst their functions. An outstanding but exceptional ex-

ample is the municipality of Johannesburg, which has a social welfare department which conducts nursery schools, provides sheltered employment for the handicapped, and administers some social welfare activities on behalf of the central Department, on much the same terms as if it were a non-governmental organization.

C. *Administration by non-governmental organizations*

The central Department, through its branch offices, co-operates extensively and closely with voluntary agencies, which in prescribed circumstances are paid to administer certain aspects of the Government's programme (see VII below).

D. *Trends*

1. There is a tendency for administrative responsibilities of the Department of Social Welfare to be increasingly discharged through that Department's regional offices, rather than through magistrates' offices or non-governmental organizations (e.g., social assistance, and places of safety and detention).

2. There is a tendency for municipalities to engage more and more in social welfare activities.

II. Administrative Specialization at the Centre

A. *Functional specialization*

1. General considerations:

(*a*) It is not always easy to draw a clear line of demarcation between social welfare matters proper and other than social welfare matters. One must ask whether the main emphasis falls on social rehabilitation or on some other aspect. Social rehabilitation is the criterion to determine whether an activity should be regarded, for administrative purposes, as social welfare work.

(*b*) If several central Government Departments conduct social welfare activities, then the question arises under what circumstances these activities are permitted to remain with Government Departments other than the Department of Social Welfare, which is the recognized central Government organ for such work. If a department conducts social work as a necessary but ancillary function to its main activities (that is, if the emphasis is on the main activity and not on the social work, but the social work is necessary for the performance of the main activity), then the social work remains with that department and is not transferred to the Department of Social Welfare. The Department of Agriculture and Forestry, for example, conducts settlements for forestry workers as an adjunct of its main activity of afforestation. As the emphasis falls on forestry and not on the social care of the settlers, the latter being, however, a necessary adjunct of the

former, the settlements remain under the Department of Agriculture and Forestry. For a similar reason, national housing, which is an activity closely related but subsidiary to health, remains under the Department of Health.

2. Department of Social Welfare:

The following list of activities will indicate the nature and scope of the present functions of the Department of Social Welfare. Some of these services are performed by voluntary agencies under State-subsidized schemes. These activities include:

(*a*) Child welfare (mainly under the Children's Act 1937):

(i) Certified institutions and certified hostels for destitute, neglected, maladjusted and delinquent children ("child" is for this purpose a person under nineteen years of age);

(ii) Places of safety and places of detention;

(iii) Registration of adopted children;

(iv) Supervision of children and young persons, including juvenile delinquents released from institutions, as well as the supervision of protected infants (persons under ten years of age);

(v) Crèches;

(vi) Co-operation with child welfare and kindred societies.

(*b*) Youth welfare:

(i) Boys' and girls' clubs;

(ii) Junior Cape Corps—training centres for Coloured youths;

(iii) Hostels for low-paid workers, primarily for young persons but also for adults.

(*c*) Probation and after-care:

(i) Probation of juvenile and adult offenders;

(ii) After-care of ex-prisoners.

(*d*) Readjustment, including demobilization:

(i) Readjustment services for physically and mentally disabled ex-soldiers. (Transferred from the Directorate of Demobilization to the Department of Social Welfare, April 1948, to form the nucleus and serve as the pattern for providing similar services to the civilian disabled);

(ii) National Employment Training Corps (N.E.T.C.). For Coloured ex-volunteers having difficulty in finding employment;

(iii) The employment of 240 Government social welfare officers as field officers in forty-eight centres in the Union, and the supplementation of their work by the services of a large number of social workers employed by voluntary agencies, whose salaries are often subsidized by the Department of Social Welfare. These social welfare officers (probation officers) and social workers form the cadre for readjustment or rehabilitation work (see VI. A below).

(*e*) Social assistance:

(i) Poor relief;

(ii) Disablement grants for physically and mentally disabled persons incapable of employment;

(iii) Maintenance grants for children dealt with under the Children's Act, whether in institutions or living with private persons;

(iv) Family allowances to mothers, so that a low-income family with three or more children shall not be in a worse position than a family in benefit.

(*f*) Institutions, settlements and sheltered employment:

(i) Sheltered employment workshops for the civilian blind, and for ex-soldiers suffering from any disability which incapacitates them for work in the ordinary labour market;

(ii) Colony for European epileptics (non-governmental);

(iii) Settlements for semi-fit persons;

(iv) Work colonies;

(v) Inebriate retreats (non-governmental);

(vi) Homes for the aged and the infirm (non-governmental);

(vii) Settlements for the aged and unfit.

(*g*) Miscellaneous:

(i) Subsidies and grants to national and other voluntary welfare organizations;

(ii) Social centres (non-governmental or municipal);

(iii) Work classes, primarily to provide mothers with household skills (non-governmental);

(iv) Control of charitable organizations, in terms of statutory powers;

(v) Communal restaurants (non-governmental or municipal);

(vi) Subsidization of salaries of qualified social workers employed by voluntary agencies;

(vii) Supervision and improvement of conditions in Coloured reserves and mission stations;

(viii) War Services Benefit Scheme for Disabled Merchant Seamen;

(ix) Polish refugee children.

3. Other functional departments in the social field:

The following are some of the central Government Departments, other than the Department of Social Welfare, which perform preventive and rehabilitative functions of a social welfare nature:

(*a*) Department of Justice:

Magistrates as commissioners of child welfare, under the Children's Act, keeping registers of protected infants, appointing infant protection

visitors, presiding over children's courts (along with assessors) for decisions concerning "children in need of care" (that is, neglected or maladjusted children) in respect of parental and paternal powers, maintenance, custody, institutional care and training, adoptions, etc.

Magistrates presiding over juvenile courts and other magistrates' courts dealing with juvenile delinquency and offences against children.

(*b*) Department of Health:

District nursing and health visiting; mental hygiene services, including subsidy to the National Council for Mental Hygiene, which employs psychiatric social workers; medical treatment of indigents; health centres.

(*c*) Union Department of Education:

Vocational training, including special education and vocational training for blind, deaf and epileptic children; industrial schools and reformatories, the former for neglected and maladjusted children; adult education; national scheme for physical education; the National Council for Social Research.

(*d*) Office of Pensions in the Department of Finance:

Old age pensions; blind pensions; war veterans' pensions (for indigent veterans and quite distinct from military disablement pensions); disbursement of family allowances.

B. *Clientele specialization*

1. Department of Social Welfare:

It is not always easy to distinguish between specialization according to function and specialization according to clientele.

From the nature of its functions the Department of Social Welfare caters for the social welfare needs of persons who are physically or mentally handicapped or who are not suitably adjusted for other reasons. They might be regarded as a number of special categories of persons, such as the deaf, the blind, cripples, cardiacs, epileptics, destitute and neglected children, subnormals, mental defectives, psychopaths, juvenile delinquents, inebriates, "won't works", the aged and the indigent. The Department of Social Welfare itself is the special organ whose function it is to adjust these special groups.

It does so partly itself, and partly by utilizing the services of voluntary agencies, with their affiliated or branch societies, which deal with one or other of these special groups, the more important of these agencies being:

(*a*) The National Council for Child Welfare.

(*b*) The National Council for the Deaf.

(*c*) The National Council for the Blind.

(*d*) The National Council for Cripples.

(*e*) The South African Committee for Spastics.

(*f*) The National Council for Mental Hygiene.

(*g*) Social Services Association (adult ex-prisoners); and others.

2. Other Government organs:

(*a*) Department of Agriculture and Forestry:

Welfare of workers, both temporary and permanent, in forestry settlements.

(*b*) Railways and Harbours Administration:

Health and social welfare services for employees and their families.

(*c*) Department of Native Affairs:

In addition to the welfare services provided for Natives by the Department of Social Welfare, the Department of Native Affairs, with its special knowledge of Native conditions and customs, likewise renders welfare services of various kinds, including grants to indigent and disabled Natives.

C. *Territorial specialization*

1. Socially backward areas:

Surveys of conditions may be made by the Department of Social Welfare through its regional social welfare officers. It is sometimes assisted in such surveys by other Government Departments which have specialized knowledge or special facilities for dealing with the conditions to be studied. As a result of such study or survey, governmental action may follow, whether by the Department of Social Welfare or by another appropriate department. The head of the Department of Social Welfare takes the initiative in co-ordinating the measures of social and other assistance which are rendered to such a special area.

2. Areas stricken by drought or flood:

The Government, in accordance with existing legislation, proclaims such area a disaster-stricken area, and in terms of the law it can take emergency measures to relieve distress. The appropriate Government Department or Departments are then called in to apply the emergency measures.

III. Administrative Co-ordination

A. *At the centre*

The integration and co-ordination of the social welfare activities performed by the Department of Social Welfare and other central Government Departments are achieved by means of informal discussions amongst the heads of these various Departments, and not by formal machinery, statutory or otherwise. Moreover, the social activities which fall to the charge of the departments other than the Department of Social Welfare are so

closely bound up with the other main activities of these departments, and only indirectly related to the activities of the Department of Social Welfare, that close integration and co-ordination of all these activities are not regarded as a compelling necessity.

B. *In the field*

1. Application facilities:

Applications for social aid or advice are made to the social welfare officer in charge of a regional office of the Department of Social Welfare; alternatively, where there is no regional office, generally in the smaller towns, to the local magistrate; or, if the applicant requires assistance or advice which can readily be given by a local voluntary agency, he applies direct to that agency. If applicants write or apply direct for aid to the head office of the Department of Social Welfare in Pretoria, then the application is generally referred to the regional office, the magistrate or the local voluntary agency, as the case may be. This procedure makes social welfare aid or advice readily available to the population as a whole.

2. Social centres:

The Department of Social Welfare subsidizes municipal and non-governmental social centres, where in one building various agencies may be housed together and approved social welfare activities of various kinds can be concentrated (e.g., clubs, work centres, clinics, crèches, libraries, playing fields, etc.).

3. Central case registers:

The Department of Social Welfare finances these in several urban centres, in order to facilitate co-operation between local agencies and to prevent overlapping of assistance.

IV. Finance

A. *General revenue*

The costs of social welfare services are met from the Consolidated Revenue Fund, and not from any special sources of revenue. Most Native welfare services are paid from the ordinary Consolidated Revenue Fund.

B. *Assigned revenues*

The Native Trust Fund is derived from a special tax on Natives, is administered by the Department of Native Affairs exclusively for the benefit of Natives, and is utilized for services additional to those provided out of the consolidated fund.

C. *Beneficiaries' contributions*

1. Payments by residents in institutions:

The social welfare services provided by the Department of Social Welfare are financed by the State without contributions from beneficiaries,

except where persons are admitted to institutions, whether for children or adults, in which case they may be expected to contribute according to their means. In practice, less than 5 per cent of the inmates contribute.

2. Compulsory insurance contributions:

The only social welfare activities engaged in by other Government Departments on a contributory basis are the following two administered by the Department of Labour:

(*a*) Unemployment insurance: employers, employees and the State contribute to an Unemployment Insurance Fund.

(*b*) Industrial Injuries Insurance (workmen's compensation): only employers contribute to the scheme, which pays compensation and medical, including rehabilitation, expenses.

D. *Cost sharing*

Grants are paid by the Union Government in aid of services provided under its supervision by non-governmental organizations. It is a cardinal principle in governmental social welfare policy that social services are regarded and performed as a joint effort between the State and voluntary organizations. To supplement the resources of the latter, the central Government generally makes grants or subsidies available. Exceptionally grants are also paid to municipalities by the Department of Social Welfare, whilst grants are regularly paid to municipalities by the Department of Health for social services having a health bias (see III. B. 2, 3 above; and VII. C. below).

V. Relationship between Social Welfare and National Economic Development

The recent war, which compelled the Union to manufacture for war purposes, disclosed its potentialities for industrial development. The Government accordingly embarked on a policy of industrial expansion, and created an Industrial Development Corporation. Two examples will show that the Union Government is aware of the necessity of developing its social services *pari passu* with development or change in economic policy.

A. *Migration*

Three Immigration Committees were set up overseas (in London, the Hague and Rome) to select suitable immigrants. In some centres in the Union, military camps were transformed to provide temporary housing accommodation for immigrants who need it.

B. *Housing*

1. General policy-planning:

The policy of industrial development, as well as the arrears which have accumulated during the war period, calls for a housing programme on a

relatively extensive scale. This function has been entrusted to the National Housing Commission which functions under the Department of Health. The discovery of a new series of goldfields in the Province of the Orange Free State has led the Government to adopt a policy of systematic town planning for those areas to supersede the somewhat haphazard way in which Johannesburg and other towns on the Witwatersrand Reef have developed. A feature of these new town-planning schemes will be the provision of well-planned townships for Native workers, where they may live permanently with their families. This represents a different policy from that pursued on the Witwatersrand, where mines are worked mainly with migrant Native labourers, a large number of whom are recruited from beyond the border of the Union, and who live in compounds on the mines and return to their homes after expiry of their contracts.

2. Solution of special problems:

It is a function of the Department of Social Welfare to ascertain the social welfare needs resulting from the Union's expanding economy, and to meet such needs itself or to arrange with other departments to do so, if the service falls more appropriately within their special function. About a decade ago it was found that rural housing for foremen and labourers on farms was generally unsatisfactory: to make rural life more attractive, the Department of Social Welfare introduced a rural housing scheme. Many young people come to work in larger industrial centres, where they find it difficult to get suitable board and accommodation compatible with their earnings: to meet their particular needs the Department of Social Welfare subsidizes hostels for low-wage earners.

VI. Personnel

A. *Extent of use of professionally trained social workers*

1. The head office of the Department of Social Welfare has a nucleus of professionally trained and qualified officials in social welfare, education and psychology, who hold the higher posts and determine policy.

2. The forty-eight regional offices of the Department of Social Welfare:

These have a staff numbering about 900, of whom more than 200 are social welfare officers.

(*a*) Functions:

(i) In addition to their administrative duties in carrying out the functions and policy of the Department, the social welfare officers attached to these regional offices do casework and carry out surveys of social conditions. This casework is the basis of the positive reconstructive services rendered by the Department in the field of social service;

(ii) Where a social worker is called upon to perform statutory functions in connexion with juvenile delinquents or adult offenders or ex-prisoners, he functions under the designation of "probation officer".

There is, therefore, no separate body of probation officers, but the social welfare officers of the Department, when called upon, perform the function of probation.

(*b*) Qualifications:

It is the policy of the Department to staff its regional offices, other than purely clerical posts, with professionally trained social workers, so far as possible. This aim can only be achieved as part of a long-term policy, by filling new posts and old posts as they become vacant, with qualified personnel. The number of candidates being trained at present, more especially male candidates, does not suffice to meet the demands for qualified personnel, but it is anticipated that university and other training institutions will train candidates in increasing numbers. The present regional staff comprises, in addition to trained and qualified social workers, a number of untrained officers, some of whom are trained in other professions and allied fields such as education, psychology and law; some of these are in charge of regional offices.

3. Voluntary agencies:

These are encouraged to employ professionally trained social workers, and many of them have one or more trained workers. The encouragement takes the form of a 75 per cent subsidy of the salaries of approved social workers; and about 200 posts have been approved for subsidy. At present about 59 per cent of the combined field staff of Government officials and of officials of voluntary agencies are professionally qualified social workers, and this ensures that the work of readjustment and upliftment is approached in a scientific spirit and with the requisite knowledge to make it effective.

B. *Methods of selecting and remunerating welfare workers*

1. Training:

There are seven university institutions which train social workers for the B.A. degree in Social Science, as well as for the master's degree or a doctorate. Three institutions provide training on a non-university basis, whilst the Railways and Harbours Administration conducts its own four-year post-matriculation course for its own special needs. These four training bodies issue diplomas in social work. There is no special provision for the training of social welfare officers or social workers who are not professionally trained, other than training "on the job" under the guidance of a qualified official, generally the head of the regional office or of the voluntary agency. In addition, these unqualified personnel are encouraged to study, and some of them qualify by extra-mural courses for a degree in Social Science.

2. Recruitment:

Vacancies are advertised, whether by the Department of Social Welfare or by voluntary agencies, and unqualified social workers are only appointed

if qualified candidates are not available. All candidates trained by university and other institutions are readily absorbed. Other departments also advertise their vacancies.

3. Tenure:

In Government service, appointees are generally placed on the permanent establishment after a year's probation, even if they are not qualified. There is no such permanence of tenure in respect of appointments by voluntary agencies; from which, however, it must not be concluded that voluntary agencies readily dispense with the services of their employees.

4. Advancement:

Advancement in Government service depends on seniority, ability, and availability of vacancies. There is no regular rule determining the practice of voluntary agencies, which exercise autonomous powers in the administration of their affairs.

5. Pensions:

All civil servants who are on the permanent staff in Government employment are eligible for the Union Pension Fund, to which they contribute. For some employees of voluntary agencies there exists a South African Welfare Organizations' Pension and Provident Fund.

C. *Use of unpaid social welfare workers*

Only voluntary agencies make use of the services of unpaid part-time social workers. Before it became the recognized practice of voluntary agencies to appoint and make use of the whole-time services of permanent officials, preferably trained social workers, much if not most of the work of voluntary agencies was done by unpaid part-time workers. This latter practice is becoming increasingly less frequent. These part-time workers are generally untrained. Supervision over their work is exercised by the administrative head of the agency. They are generally recruited from members of the committee who have a desire, aptitude and leisure for the work.

VII. Non-Governmental Organizations

A. *Kinds used*

There are mainly two types of non-governmental organizations which assist the Government in its administration of social welfare services:

1. Voluntary welfare organizations (like those mentioned in B below, to which many more can be added):

There are over 5,000 voluntary agencies, large and small, including branches or affiliated societies of parent bodies, throughout the country.

2. Church organizations:

The Church has played an historic role in the establishment and development of welfare services in the Union. Of all non-governmental organizations it was the first in the field, and there are many types of welfare services which were first established by the Church and not by the State. For administrative purposes, churches are regarded as voluntary agencies.

B. *Extent of use*

Basic in the administration of the Department of Social Welfare is its co-operation with voluntary agencies. It is a tradition in the social welfare practice of the Union that, if a voluntary agency is at all competent to undertake a welfare activity, it shall be permitted to do so, generally with State subsidy. The Government itself undertakes an activity if there is no agency with the necessary specialist knowledge to undertake it, or if the activity transcends the resources of voluntary agencies, or if the work is regarded as being of such national importance that it can be satisfactorily performed only with the wider resources of the Government in money and specialist personnel.

The following social welfare services are exclusively conducted by voluntary agencies: special schools for the blind, the deaf, epileptics, and, so far as vocational training is concerned, cripples, certified hostels for juvenile delinquents, certified institutions for indigent, neglected and maladjusted children, homes for the aged and the infirm, inebriate retreats, boys' and girls' clubs, community centres, epileptic colony, sheltered employment workshops for the blind, hostels for low-paid workers, adoption homes, and others.

The work of non-governmental organizations (voluntary or private agencies) is regarded as supplementary to Government effort. In the early days of social and related services, voluntary agencies frequently took the initiative and acted independently, but at present, it is the Government authority which determines the need for a particular social welfare activity and which lays down policy. If the agency undertakes the activity, it supplements Government policy.

Voluntary agencies are equally active in providing for the welfare needs of people in residential institutions as in their own homes.

C. *Financing*

Under specified conditions voluntary agencies may receive financial assistance from the Department of Social Welfare.

1. To encourage the employment of trained and qualified social welfare personnel:

The Department pays three-fourths of the salary of a social worker if a qualified candidate is appointed. This subsidy towards the employment of

trained personnel is part of a long-term policy, depending, amongst other factors, on the availability of qualified candidates and its annual additional provision on the estimates. At present 186 posts are subsidized, both for institutional work and for rendering assistance to beneficiaries.

2. Towards the capital expense and equipment:

For homes for the aged and infirm, workshops for the blind, and various types of institutions, the Government generally contributes 50 per cent.

3. Towards maintenance:

The Government makes a *per capita* grant in respect of persons in certain types of institutions, and in respect of certain types of salaried employees. It pays an augmentation grant in respect of wages of blind workers in sheltered workshops. It meets the full cost of central case registers and legal aid bureaux.

D. Supervision

1. Registration:

In terms of the Welfare Organizations Act, 1947, voluntary agencies have to be registered. At present approximately 5,000 are being registered. No welfare organization may function or collect funds from the public unless it is registered in terms of the Act. The Department of Social Welfare has power "to inspect any aspect of the affairs or activities of any welfare organization and to examine all documents relating thereto; and to examine and audit the books, accounts and other documents relating to the financial affairs of the organization".

The Act provides for the establishment of a National Welfare Organizations Board, whose members are appointed by the Minister of Social Welfare from amongst representatives of voluntary organizations throughout the country, and whose function it is to register or deregister an organization and to advise the Minister on any matter in the field of social welfare. There is also provision for the establishment of local welfare boards.

2. Co-ordination:

The machinery of the Department of Social Welfare, both at its head office and at its regional offices, is used to co-ordinate and to supervise the social welfare activities of non-governmental organizations (voluntary agencies).

3. National conferences on social work:

These have twice been held, and the major voluntary agencies hold annual conferences of their constituent branches or affiliated societies throughout the Union. The Department of Social Welfare is generally represented at these meetings, and through this liaison, efforts at co-ordination and the necessity for maintaining proper standards of work are encouraged.

III. AMERICA, NORTH

Canada

INTRODUCTION: ORGANIZATIONAL DEVELOPMENT[1]

A. *Tradition of provincial and local responsibility*

The early "pockets" of French- and English-speaking settlers establishing themselves at strategic points along the Canadian coast-line and in the hinterland were separated by long distances, almost total lack of communication, and linguistic, racial, cultural and religious differences. Of the first five provinces of Canada to enter Confederation, one was an island, one was a peninsula almost wholly cut off from the mainland, and of the three other "mainland" provinces, two were English-speaking and wholly separated geographically by a large French-speaking province interposed between them. These geographical factors tended to emphasize separatism and local autonomy, with provincial responsibility for services affecting the lives of individuals within the community.

This tradition was given further support as the western half of Canada opened up for settlement. The Province of British Columbia, separated from its five sister provinces in Confederation by a vast and almost uninhabited territory, took responsibility for health and welfare services on its own shoulders. As the central prairie regions opened up, pioneer settlements of a few hundred homes, separated by hundreds of miles of intervening prairie land, developed as self-contained communities, with emphasis on local self-government, rather than on any central or federal authority.

B. *Constitutional factors*

At the time the British North America Act was passed in 1867, there were no social welfare services in the modern sense. Reference was made,

[1] Canada is a federal State with ten provincial governments and one central or federal Government.

In addition to the ten provincial governments, there are two territories covering the northern and western areas of Canada which border on the Arctic Ocean and have a small and scattered population. The Northwest Territories have no local self-government, but are administered directly by the federal Government through an appointed Commissioner, who is a civil servant, and an appointed Northwest Territories Council. In the Yukon Territory, the Council consists of three persons elected by residents of the territory to legislate by local ordinance for the territory under the appointed Commissioner who is a Dominion civil servant. As the population of these northern areas increases, it may be that new provinces will be created, possessing the same degree of local self-government as the ten provinces presently in existence. In the meantime, for purposes of this memorandum, no further reference need be made to the position of the territories in the Canadian Confederation.

however, to public charities and eleemosynary institutions as being within provincial jurisdiction. While the constitution is therefore not explicit on the subject of social welfare responsibility, such references tended to reinforce the traditional point of view that social welfare services were the responsibility of the provincial rather than the federal government.

C. *Public opinion and national responsibility*

In the First World War, it did not seem appropriate that the families of soldiers who went overseas to fight for all of Canada should be left as the social welfare responsibility of the provinces and local communities; consequently, a National Patriotic Fund was established, as a national voluntary organization supported heavily by financial contributions from the federal Government and also by voluntary contributions.

If the Dominion Government chose to participate, financially or otherwise, in social welfare services, it did so as an act of grace and not in discharge of a constitutional or legal responsibility. By the early 1920's, however, the growing burden of financial responsibility for provincial social services was beginning to make the provincial authorities uneasy about their ability to find the funds necessary to discharge what they regarded as a constitutional obligation, and the first pressure began to develop on the federal Government to assume more definite responsibility in specific areas of social welfare.

D. *Specific federal enactments providing for particular programmes*

1. Conditional federal grants in aid of provincially administered programmes:

In 1927 the federal Government, having satisfied itself that it was not constitutionally debarred from entering the field of social welfare in certain selected areas at least, passed the Old Age Pensions Act under which it agreed to reimburse the provinces a substantial part of the cost of old age pensions. The Dominion act specified the conditions which the provinces were to be obliged to incorporate into their own legislation in order to qualify. Provincial legislatures incorporated all the features required by the federal Government and took on the responsibility of paying out the old age pensions and administering the scheme under provincial auspices.

Pensions for the blind were added in 1936 to the pensions for the aged.

2. Direct federal operation:

(*a*) Contributory insurance, with constitutional amendment:

The depression which began in 1929 clearly revealed that the federal authority was the only one which could adequately finance large-scale social welfare measures in Canada. As the depression lifted, public opinion began to assert itself in favour of social insurance measures which would make unnecessary for the future any resort to large-scale unemployment

relief of the magnitude that had been necessary in the early 1930's. The federal Government's first unemployment insurance legislation was thrown out by the courts on the ground that all forms of contributory social insurance fell within the field of property and civil rights and were not within the federal jurisdiction. In 1940, with the consent of all provinces, it obtained an amendment to the British North America Act which formally transferred jurisdiction for unemployment insurance to the federal authority and made possible the constitutional enactment of a new Unemployment Insurance Act.

(*b*) Non-contributory allowances, without constitutional amendment:

Involved in the Second World War, public opinion was again asserting itself in favour of a national approach to social welfare and security, feeling that only in this way could Canada become a nation rather than an aggregation of provinces. In 1944, therefore, the federal Government proceeded to enact the Family Allowances Act under which it paid cash benefits from the federal treasury on a non-contributory, non-means test basis to almost all the children in Canada.

This marked the point at which the federal Government decided to take the initiative into its own hands and to establish itself permanently as the main governmental agent for the development of social welfare measures in Canada. At the same time as it passed the Family Allowances Act, the federal parliament also passed legislation creating the Department of National Health and Welfare, thus indicating its intention to develop on a national basis a permanent social welfare programme for Canadians. By 1949, federal social welfare expenditures totalled $700 million annually, compared with provincial and local expenditures of $200 million.

I. Field Administration

The most usual method of field operation, both federal and provincial, is for the Government itself to administer the social welfare programme through its own officials stationed for the purpose in regional and field offices, as well as in the capitals.

A. *Direct administration by federal Government*

1. Family allowances: regional offices in each provincial capital.

2. Veterans' affairs.

3. Unemployment insurance and the national employment service: regional offices and a network of local offices located in the larger centres of population.

B. *Direct administration by provincial governments*

Most provincial governments administer old age pensions, mothers' allowances, etc., through provincial staffs working out of the head office in

the provincial capital, or posted at strategic points throughout the province. The Province of British Columbia posts social welfare officials in small regional offices to provide field service and visits on behalf of all the social welfare programmes of the provincial government. This is known as a "generalized welfare field service", whereas in some of the other provinces each separate administrative programme has its own officials.

C. *Delegation of responsibility to local government*

1. Co-operation between different levels:

Administrative responsibility is frequently devolved from a higher to a lower level of government: e.g., for old age pensions, the federal Government grants financial assistance to the provinces, but administrative responsibility is left with the province entirely. The provinces, in turn, in some instances, rely for a portion, though not all, of their administrative work on local municipal officials. Municipal welfare departments and offices act as centres where applicants may get application forms and obtain assistance in filling them out in a number of provinces. In some larger cities where municipal welfare services are extensively developed, the province may also rely upon the municipal welfare officials to carry out the necessary investigations and file the reports on which the provincial authorities make the final decisions.

2. Relationship between administrative method and population density:

In a number of the provinces the province provides its own staff in the more scattered areas of the province and in the smaller organized areas, while in the larger centres which have their own municipal welfare departments the province tends to recognize these departments as its agents, and contributes a certain number of staff members, or a portion of the municipal administrative costs.

3. Maximum devolution in respect of urban municipalities:

Arrangements for the delegation of administrative responsibility from the province to the local authority involve almost always the municipal unit of government rather than the county or any other local unit.

The Province of Ontario Welfare Units Act (1948) permits of a single municipality, or group of municipalities joining together, to form a welfare unit whose personnel and standards of operation must be satisfactory to the province. The province then contributes 50 per cent of the administrative costs of the unit, and the unit undertakes the ordinary municipal welfare work and also the work in the particular area which is ordinarily the administrative responsibility of the province itself.

In British Columbia each municipality has three alternatives:

(*a*) It may undertake to engage all the staff and have 50 per cent of its expenses reimbursed by the province;

(*b*) It may undertake to engage staff on the basis of the province supplying one staff member for every staff member supplied by the municipality;

(*c*) In smaller municipalities, the municipality may undertake to pay fifteen cents *per capita* per year to the province and leave it to the province to supply all necessary social welfare administrative services.

During the early 1930's, when large-scale relief to the able-bodied unemployed was required, the local municipality through its unemployment relief office issued relief to needy people and claimed partial reimbursement.

D. *Delegation of responsibility to special-purpose authorities*

During the war the federal Dependants' Board of Trustees provided emergency assistance based on need over and above the regular pay and allowances provided for families of men serving in the armed forces. Regional committees established in all the main centres of Canada were made up of individual citizens selected specially for the purpose and serving in a voluntary capacity, with fairly large discretion as to assistance in individual cases. Applications involving more than a certain stated maximum amount of assistance were referred to the central office of the Dependants' Board of Trustees in Ottawa.

E. *Delegation of responsibility to non-governmental organizations*

1. Children's Aid Societies:

(*a*) Provincial use:

The Child Protection Act of most provinces creates the position of Provincial Superintendent of Child Welfare, charged with responsibility for carrying out adequate measures of child protection throughout the province. Provision is made in this legislation in most provinces for the creation under special licence or charter, in areas where citizen interest develops to the point where it is justified, of voluntary agencies known as Children's Aid Societies, consisting of private citizens of the particular city or county. Once this Society is recognized by the Superintendent of Child Welfare, it takes over for that area most of his responsibilities.

The Children's Aid Society has the responsibility of protecting children in the area of its jurisdiction, presenting neglected and abandoned children to the court, and caring for such children as the court places officially and legally in its care.

(*b*) Federal use:

The federal Government, instead of appointing its own investigating staff to investigate cases of reported misuse of family allowances, arranges in some provinces for these same Children's Aid Societies to conduct investigations on a fee-for-service basis. During the war, federal agencies

providing allowances and assistance to soldiers' families used the Children's Aid Societies on a fee-for-service basis to inquire into cases of reported abuse of funds.

2. Ecclesiastical charities (Province of Quebec):

The Quebec Public Charities Act provides for *per diem* cost sharing (one-third provincial; one-third municipal; one-third non-governmental) in a wide variety of private institutions. Crèches, orphanages and training schools are operated almost exclusively by religious orders, which also operate homes for the mentally defective, homes for the aged and infirm, reform schools, industrial schools, etc.

F. *Trends*

Usually the authority responsible for providing the service, whether it be provincial or federal, prefers to administer it directly, but makes special arrangements along the lines outlined above in a substantial number of cases where it is felt there are good reasons for departing from the norm.

1. Expansion of municipal welfare administration:

British Columbia and Ontario, instead of operating their own provincial welfare administrative services in large cities, are tending to work out arrangements with the large cities which will permit of the province recognizing municipal welfare departments as provincial agencies for their areas on a basis which involves the province contributing a portion of the municipalities' welfare administration costs. The province does this, however, only on condition that it has a measure of control over standards of administration, selection of staff, etc., in the case of each municipality or welfare unit (see C above).

2. Contraction of non-governmental administration:

Recently, the increasingly heavy costs of child welfare and the fact that public funds supply 75 per cent or more of all the money spent by private Children's Aid Societies has led to a questioning of the soundness of the private Children's Aid Society movement. In Saskatchewan and in some other provinces a tendency seems to be developing which may, over a period of years, lead to a narrowing of the area of responsibility for the Children's Aid Societies. More and more, it is likely that the Government, through the Provincial Child Welfare Department, will take over direct administrative, as well as financial, responsibility for child protection in Canada (see E above).

II. Administrative Specialization

A. *Functional specialization*

1. Relationship between specialized and generalized social work:

Where special social welfare services are established as an adjunct to another service, the general tendency in Canada is for the administrative

responsibility for these auxiliary social welfare services to be attached to the functional agency which they are serving. For example, trained social workers serve as members of the staff of the National Employment Service of Canada, being attached to regional offices in such capacities as Female Employment Counsellor; and the University of Montreal has a special training course for Industrial Social Service Workers who will be employed in the personnel departments of industries.

In most such instances the job of the social worker attached to these functional agencies is one of referral, rather than of direct service.

For example: a social welfare worker in the field of penal administration, attached to a prison or serving on a probation or parole staff, or on the staff of a prisoners' aid society, may encounter a situation in which the family of a prisoner or ex-prisoner is in need of foster care for the children or medical care for one of the members of the family, or some other kind of social or health service which is generally available for the entire community. The social worker in the field of penal administration does not, under these circumstances, endeavour to provide foster home care direct. The social worker merely sees to it that the prisoner or ex-prisoner or his family is put in touch with the child-caring agency whose job it is to provide foster-home care for all the families in the community who come in need of it.

2. Unified "welfare field service" in one province:

In British Columbia, instead of assigning social workers to work on the staffs of the various agencies allied to the social welfare field, the Welfare Field Service is established as a central corps of social workers to service all the agencies of government requiring the help of social welfare personnel. A certain number of social workers from this Welfare Field Service staff are seconded to the various tuberculosis hospitals, mental hospitals, child guidance clinics, boys' and girls' industrial schools, the provincial infirmary, the child welfare branch, the mothers' aid branch, and so on. Another group is posted, either singly or in groups of two or three, in the various district offices throughout the province. There they render generalized service, carrying out whatever tasks may be required in that area on behalf of a wide range of Government social welfare branches and agencies. This is one of the outstanding developments in the field of social welfare administration and organization in Canada. By pooling all the social work staffs of various Government agencies in one large task force and then assigning them to the posts for which they are best fitted, the welfare administration gains much in flexibility, adaptability and ability to meet heavy pressures in one branch or another at a given time by reassigning staff and so on. The workers gain a wider range of experience, because from time to time they can be transferred to different types of work without breaking the continuity of their service. Rates of remuneration and conditions of work are also kept more consistent and uniform.

B. *Clientele specialization*

1. War veterans:

A federal Department of Veterans Affairs administers all legislation providing social welfare benefits, medical care, etc., to former members of the armed forces who qualify under the various items of veterans' welfare legislation.

Special conditions of eligibility are attached to these various pieces of legislation, with the result that war veterans who cannot qualify for the special benefits of veterans' legislation often apply for and receive the benefits of the ordinary social welfare measures which are available to all classes of the population.

2. Special groups in the general population:

The typical arrangement is for the Department of Welfare, on the municipal, provincial or federal level, to have general responsibility for welfare services to all categories and classes of individuals.

Within the provincial Department of Welfare, special branches are established to administer the special services and benefits which have been provided for special classes of the population under special pieces of social welfare legislation; e.g., Children's Protection Act, Mothers' Allowances Act, Old Age Pensions Act, etc. To that extent, they administer their own particular programmes separately and independently, but at all times they come under the general supervision of the senior officials of the Department of Public Welfare, and it is the responsibility of the senior departmental officers to effect the necessary degree of integration and co-ordination between the various branches.

In some provinces, the process of integration and co-ordination is carried one stage further, into the field itself: e.g., British Columbia, with its general welfare field service.

In the Province of Saskatchewan a Social Welfare Board has been established consisting of the political minister in charge of the department, his deputy minister or senior departmental official, and the directors or heads of the various divisions in charge of child welfare, mothers' allowances, old age pensions and general relief.

C. *Territorial specialization*

In certain of the central prairie provinces, legislation has been passed creating a special authority or agency for the purpose of endeavouring to rehabilitate the half-breed population (mixed white and native Indian) known as the "Metis". This agency obtains large tracts of land in the rural areas and endeavours to establish colonies on which the half-breeds are encouraged to live. Special housing accommodation is built and special communities develop. Tracts of land are made available to any family settling in the colony, and special community enterprises designed to pro-

vide employment and a decent livelihood for these families are developed: e.g., community farming, saw-mills, fur farms, trap lines, etc.

III. Administrative Co-ordination

A. *National*

With the creation of the Department of National Health and Welfare in 1944, steps were taken to transfer from other departments a number of the welfare services in which the federal authority was involved. Consequently, this Department may now be recognized as the main agency through which the federal Government will endeavour to integrate and co-ordinate the administration of its social welfare services. It is also undertaking most of the social security planning on the national level by the federal Government.

This process is not yet complete. Social welfare services affecting veterans remain under the Department of Veterans Affairs. Unemployment insurance is administered by the Unemployment Insurance Commission which reports to Parliament through the Minister of Labour, and the Unemployment Insurance Commission administers the national employment service which is under the jurisdiction of the Department of Labour. Welfare and educational services for the native Indian population still remain in the Department of Mines and Resources, although the health services for Indians, which were originally with that Department, have recently been transferred to the Department of National Health and Welfare.

B. *Provincial*

When provincial welfare programmes were introduced, there were no properly organized departments of public welfare on the provincial government level; consequently each separate programme was assigned to some existing department of government: some to the Department of the Attorney-General (e.g., juvenile courts, juvenile reform institutions), some to the Department of Education, others to Health or Labour. The provincial social welfare services were scattered for administrative purposes through a wide range of departments whose main task was something other than social welfare administration. As late as 1939 only three provinces had developed properly organized departments of public welfare in which they had concentrated most or all of their provincial public welfare programmes. By 1946 each of the provincial governments had created a permanent department of public welfare, either as a separate department or jointly with the department of health, to operate and administer the welfare services for which the provincial government was responsible. The social welfare services formerly assigned to other government departments have been transferred to the newly-created welfare department; this process is now perhaps 90 per cent complete. Provincial welfare departments now serve as the co-ordinating and integrating authority in respect to all provincial welfare services. They have also a general supervisory authority over

municipal welfare programmes, both public and private, by virtue of the fact that municipalities are creatures of the provincial government and that private philanthropic agencies are in most cases incorporated under provincial law and are to that extent at least under the general supervision of the provincial government.

C. *Municipal*

1. Governmental integration:

There has been a fairly steady growth of properly organized welfare departments throughout the main cities of Canada since 1930. These departments originated for the most part in the depression as emergency relief agencies. As one depression year followed another, these municipal relief departments took on more permanent form, and as the depression lifted, they began to have transferred to them other social welfare functions (e.g., child welfare, homes for the aged, etc.).

2. Non-governmental co-ordination:

In each of the main population centres have been found a score or more of private philanthropic agencies, each one operating a particular welfare service and raising funds from the citizens on a voluntary basis to carry out its programme:

(*a*) Community chests or welfare federations have been organized in most of the main centres, raising through one joint financial appeal (instead of a score or more) the funds necessary for the operation of these numerous agencies.

(*b*) Councils of social agencies, or local welfare councils, have been organized to co-ordinate and integrate the policies and operating programmes of the various agencies in the same way that the Community Chest co-ordinated and integrated their financial programmes. They admit public as well as private welfare agencies.

3. Counselling services:

(*a*) For the general population:

Councils of social agencies are usually in a position to advise an individual, in general terms at least, as to the kinds of service which may be available in his particular community, or from provincial or federal authorities, to meet his particular problem. The private family welfare agency in most communities provides a kind of general information, referral, advice and counselling service. In rural areas this would be done to a considerable extent through the municipal clerk; or, in provinces such as British Columbia, where generalized welfare service officers are posted at key centres throughout the province, information, advice and help of the kind required would be provided through this welfare field service representative.

(*b*) For special groups:

In wartime housing communities, the tenant relations counsellor, sometimes known as the community counsellor, was available to give occupants of wartime houses information and advice on similar lines.

The Department of Veterans Affairs has established a network of offices throughout the Dominion to which it has posted veterans welfare officers, counsellors, etc., to provide information, referral services, advice or counselling to veterans.

IV. Finance

A. *General funds*

Most of the funds required for the financing of social welfare services are obtained from general tax revenues out of the Consolidated Revenue Fund.

B. *Assigned revenues*

In British Columbia in 1948 a 3 per cent sales tax was imposed, the proceeds to be set aside to provide free hospital care for the entire population of the province. In New Brunswick, a special tax is levied on sales of tobacco and cigarettes, the proceeds being set aside into a special tuberculosis control fund. In the Province of Quebec, the City of Montreal levies a special tax on meals and sets the proceeds aside to assist in financing hospital care in the city.

C. *Beneficiaries' contributions*

1. Social insurance contributions:

(*a*) Federal unemployment insurance:

In addition to contributions deducted from the wages of insured workers, contributions are exacted from the employer in respect to each of his insured workers, while the Dominion Government makes a contribution equal to one-fifth of the combined contributions of employers and employees, and bears the entire cost of administration.

(*b*) Provincial workmen's compensation:

Cost is borne almost entirely by the employers, who are assessed a percentage of their total payrolls, varying with the type of employment, the hazards and the accident record. The insured workman makes only a nominal contribution, usually one cent per day, mainly for the purpose of establishing, in a tangible way, the identity of those workmen who are covered by the workmen's compensation provisions.

2. Individual beneficiaries' payments for service:

(*a*) Under the Children's Protection Act in most provinces the court which determines that the guardianship and custody of a child shall be

vested in a local Children's Aid Society makes an order requiring the municipality (or the province, as the case may be) to contribute to the Children's Aid Society the full costs of maintaining the child. The municipality and the province have, however, the right to recover maintenance costs from the parents of the child, to any extent they deem right and proper; the amounts thus recovered are a relatively small proportion of the total cost.

(*b*) Persons admitted to institutions are generally required to pay for their care if they can: e.g., in provincial or municipal homes for the aged, non-governmental local orphanages, crèches, and day nurseries, the decision as to need and the assessment of the charge are usually left to a senior officer of the institution. Payment for institutional care is more widespread in the health than in the social welfare field, since health institutions serve the entire community, including those who can pay, while many of the social welfare institutions serve essentially those individuals who are in trouble and have not the means to provide for themselves.

(*c*) Day nurseries were developed during the last war under joint Dominion-provincial auspices for the purpose of making it possible for more married women to make themselves available for war industry. It was the routine practice to charge a small daily fee, which did not represent the total cost of the programme. The Province of Ontario permits municipalities to operate their own day nurseries with a financial subsidy from the province. They continue the practice of charging nominal fees. In cases where the fee has to be waived or partially waived, discretion is left to the senior officer in charge of each individual nursery.

(*d*) Supplemental feeding:

A substantial number of local school authorities operate their own supplemental feeding programme through the school staffs. A number of these programmes charge nominal amounts; where any discretion is given to waive the collection of the nominal amount, it is usually left with the school teacher, who knows the circumstances of each individual child. Most of the cost is borne by municipalities, without Dominion or provincial support.

3. Individual beneficiaries' work-contributions:

Patients in mental hospitals usually contribute substantially through their work on the mental hospital farm, in the laundry, shoe shop, and hairdressing parlour and around the grounds and the hospital generally. The same is true of the inmates of penitentiaries, prisons, reformatories and juvenile delinquent institutions. In homes for unmarried mothers, the mothers themselves are used to a certain extent for general housekeeping purposes in the weeks before and after their confinement. Homes for the aged usually have a garden and repair shop where the aged inmates contribute a certain amount by their labour. While work of this kind is encouraged, as likely to benefit the patient in most instances, it is rarely

required, except in the case of some prisoners and in the case of certain private maternity homes not under governmental auspices where the unmarried mother who cannot pay for her care is required to work for a certain length of time in order to reimburse the institution for the cost of caring for her.

D. *Grants-in-aid*

Grants are usually made as specific subsidies for particular services. They are usually based on some simple percentage formula, or, alternatively, on the *per capita* of population formula. It is recognized that there are elements of unfairness in these simple methods of allocating grants, but the tendency has been to avoid complicated and involved formulæ based on a variety of factors or indices.

There is no uniform pattern followed in determining the percentage of a given grant which will be assumed by the senior Government as a fair portion of the cost of the programme. Likewise, there is no basis for distinguishing between those programmes which are supported by a percentage grant and those which are supported by a *per capita* grant. A few examples will indicate the wide variety and lack of consistent pattern in the Canadian picture.

1. Federal grants:

(*a*) Old age pensions:

The Federal Act of 1927 originally provided for the federal authority to reimburse to the provincial authority 50 per cent of the cost of old age pensions. This was probably based on precedents established in the health field, particularly the venereal disease control grant which, in the fiscal year 1920, broke new ground by offering grants-in-aid from the federal treasury to the provinces on the basis of equal payments. In 1931, because of the difficult financial position in which the provinces found themselves, the federal Government undertook to reimburse 75 per cent of provincial pension payments.

(*b*) Unemployment relief:

In the early 1930's, municipal authorities were made responsible for meeting relief needs of persons resident in the municipality, but they received two-thirds' reimbursement from the province, and the province, in turn, received reimbursement from the federal Government of one-half of what it had paid to the municipal authority.

In parts of the province where no organized municipal government existed, the responsibility for relief fell on the province, which shared the costs with the federal authority on the basis of equal payments.

In respect of transient persons who had moved frequently without settling in any one province, the federal authority took 100 per cent responsibility.

(*c*) Blind pensions:

Blind pensions were introduced in 1936 as part of the old age pensions legislation, with reimbursement by federal to provincial authorities on the basis of 75 per cent of pensions paid.

(*d*) Physical fitness:

Under the National Physical Fitness Act, 1943, to assist the provinces in the development of provincial and local physical fitness and community recreation programmes, a flat sum ($225,000) has been appropriated annually. Grants have been made on a matching basis to the provinces entering the scheme, with the proviso that the total amount of the grant to any province in a given year could not exceed the amount that the province would be entitled to on a *per capita* of population formula.

(*e*) Health:

(i) The health survey, May 1948: $625,000 was appropriated, from which a flat grant of $5,000 was made to each of the then nine provinces, the balance of the grant being divided on a *per capita* basis between the provinces, with the proviso that in no case should the grant for any province fall below $15,000. This combination of a flat grant plus a grant based upon *per capita* of population was designed to assist provinces with relatively small populations.

(ii) In a wide variety of other health grants to the provinces no provincial matching is required, but the provinces must continue to spend from their own funds at least as much as they are spending at present. The federal grant is to be used to provide extra health services, and the provincial and municipal authorities are not to be allowed to reduce their expenditures and thus take advantage of federal subsidies to relieve their own financial position rather than to advance the health programme. In all these health grants the maximum which a province can draw in any one case is that province's *per capita* share of the total grant (a fixed and stated sum) offered by the federal Government for each particular health service.

(iii) For hospital construction, $13 million is to be appropriated by the federal Government each year for at least five years. This is divided on a *per capita* basis to establish provincial quotas, within each of which a grant of $1,000 per acute hospital bed and $1,500 per chronic or convalescent bed is paid by federal funds towards the cost of construction of local, municipal or provincial hospitals. The total federal subsidy in any individual project is limited to one-third of the total cost involved. The province must put up at least an amount of money equal to the federal grant.

(iv) In the Government's proposed health insurance plan, the proposed allocation of costs between the Dominion and the provinces is 60 per cent federal and 40 per cent provincial.

2. Provincial systems of grants-in-aid to local municipal authorities for social welfare purposes:

There is a wide degree of variation as between the provinces, and also as between various services within a province. The most common pattern is for the province to reimburse the municipality to the extent of 50 per cent of the cost of a given service within a stated maximum. In some cases this procedure is reversed and the province provides the service, administers the programme and recovers 50 per cent of the cost from the municipality with respect to those cases which are deemed to be the responsibility of the municipality on the basis of residence.

In British Columbia the province reimburses the municipality for 80 per cent of its cost of relief to employables and to unemployables. It reimburses to the local Children's Aid Societies 80 per cent of the cost of child care in municipal cases and 100 per cent in provincial cases, the municipality being obliged to reimburse the Children's Aid Society for the remaining 20 per cent of cost in municipal cases.

In most other provinces and in most other programmes the percentage paid by the province to the municipality is much less. The governing consideration in the determination of these grants is usually the financial ability of the various units of government to carry the cost in the light of their varying tax powers and tax resources. Formulæ are worked out on the basis not so much of social as of fiscal considerations. There is a fairly strong pull to keep administration on the lower governmental levels which are closer to the people; but, since these lower governmental levels have less adequate taxing powers and tax resources, the tendency at the same time is for a larger percentage of the cost to be reimbursed to the lower administering authority by the higher governmental authority.

3. Controls:

In some cases (e.g., old age pensions) the conditions and stipulations are laid down in detail in the legislation itself. All provinces have to conform to uniform standards of determining eligibility. This results in a high degree of uniformity and a certain amount of rigidity. Each province is obliged to enact what is to all intents and purposes a model Federal Act as its own provincial old age pensions legislation.

In other cases (e.g., physical fitness) the legislation merely provides that the province has to plan a programme satisfactory to the federal authority. This leaves a wide margin for discretion as to what is a satisfactory plan. The federal authority in such cases usually lays down by regulation, or by directive, certain guide lines as to what it expects to be incorporated into any provincial plan that is to be considered satisfactory. The provincial authorities are made aware of these criteria and formulate their plans accordingly, but are still left with a large amount of leeway in adapting their plans to their own particular provincial needs.

Inspection, reporting, financial audits and similar administrative controls are used to a limited extent to ensure compliance with the standards laid down at the level by which aid is granted. The attempts thus far to ensure adequate standards of social administration have not been outstandingly successful. There has been a gradual improvement in the level of administrative standards, and part of this can be attributed to the attempts of the senior governmental authorities to raise the standards of administration on the lower levels through the conditional grants-in-aid device.

While there is always in theory the potential sanction of withdrawal of grants if adequate standards are not maintained, withdrawal of a grant has probably never been used with respect to any individual province. It is felt that if the senior authorities had to resort to such drastic action as this, there would be grounds for questioning the validity of the total programme itself. It is the general view that the senior governmental authority making the grant can obtain more effective results by constant co-operation and consultation on the technical level, endeavouring to raise standards through education, stimulation and leadership, than by methods that threaten to withdraw the grant if the situation is found to be unsatisfactory. The methods adopted in Canada are admittedly slower and less productive of results over a short period of time, but it is felt that they gradually work in the direction of raising the standards of administration to progressively higher levels and that the gains thus made, slow and painful as they are, are likely to be more acceptable and more enduring than advances forced upon the provincial or local authorities through more drastic types of financial pressure.

V. Place of Social Welfare in National Economic Development

A. *Economic stability services*

There has been considerable support of large-scale economic maintenance programmes (e.g., family allowances, unemployment insurance, etc.) because of the stabilizing effect that they will have on consumer purchasing power during periods of economic depression. The role of family allowances as an economic stimulant in periods of depression was probably a major, if not the main factor in the decision to introduce this programme.

B. *Labour-force services*

One of the earliest social welfare programmes was the provincial mothers' allowances under which cash payments on a more generous scale than usual were made to specially deserving mothers who had been widowed with minor children to support, so that, instead of placing their children in orphanages or in the care of child-caring agencies while they went out to work, they might stay at home and take care of their own children.

During the Second World War, when manpower shortages were most acute, the Dominion Government, together with the provinces and municipalities, embarked upon a scheme of wartime day nurseries through which the children of mothers in war industries could be taken care of while their mothers worked.

C. *Labour-mobility services*

1. Rural:

(*a*) Permanent:

Rural colonization schemes have been developed from time to time in various provinces whose governments have been anxious to get families moved back to the farms and to the rural areas and have offered tracts of land and other inducements to settlers in particular rural areas. Auxiliary social welfare services have been developed in conjunction with these programmes for the purpose of encouraging settlers to co-operate in these rural settlement projects.

(*b*) Temporary:

During the war, when there was a serious shortage of manpower for agriculture, a Dominion-provincial farm labour programme was developed, under which workers were induced to enter employment on farms in rural areas. Provisions were made for welfare and health services, including special housing arrangements in certain cases.

In some areas where there was a short-term seasonal demand for a large number of workers to harvest a particular crop (e.g., tomatoes, apples, etc.), special arrangements were made to recruit high school students during their holiday season, and hostels with adequate supervision had to be provided for boys and girls who went to work on the farm under this programme.

2. Urban:

During 1939-1945 new wartime industries were developed, in many instances involving the establishment of a completely new wartime community or a very substantial addition to an existing community. A Dominion Government crown company, known as Wartime Housing Ltd., owned and operated by the Government, was established for the purpose of building and operating specially built wartime houses and developing an entire range of community services in these wartime communities. Wartime Housing Ltd. erected community centres and employed officers known as tenant counsellors for the purpose of developing community recreation and welfare programmes.

VI. Personnel

A. *Extent of use of professionally trained social workers*

The numbers of professionally trained social workers in the public welfare services of Canada, both on the Dominion, provincial and municipal

levels, are steadily increasing. It has been estimated by the Canadian Association of Social Workers that there are 2,000 qualified social workers in Canada, of whom 1,000 are members of the professional association, while most of the remaining 1,000 are graduates of schools of social work.

This estimate should be taken in relationship to another recently made, that there are probably 3,000 to 4,000 social work jobs in Canada. In other words, from one-half to two-thirds of all the social work jobs in Canada, public and private taken together, may be filled by professionally trained and qualified social workers.

The majority of professional social workers are employed by private agencies. Only about 30 per cent of the professional membership of the Canadian Association are employed by public welfare agencies.

While the total number of social welfare jobs in public agencies in Canada is difficult to determine, it would be safe to say that not more than one-third of all social work jobs in public welfare agencies are filled by properly qualified and professionally trained social workers. The number and the percentage of professionally trained people in public welfare jobs is steadily on the increase. Before 1939 less than a dozen professionally trained social workers were employed anywhere in the federal Government services; today there are between 100 and 200. In some provinces the number of professionally trained social workers in the public welfare services is steadily increasing and now represents a substantial percentage of the total social work jobs in the public agencies of those provinces; it is probably safe to say, however, that only in British Columbia has the percentage of trained social workers in public welfare jobs risen as high as 50 per cent of the total.

Most professional workers are to be found on the supervisory and operating levels, but the numbers who are rising to middle-level executive posts and to top posts in the public welfare services are increasing, particularly in the federal Government services and those of five of the provinces. The chief concentration of professional social workers seems to be in those areas of public welfare which concentrate chiefly on family welfare problems (e.g., child welfare, mothers' allowances, and to a lesser extent, veterans' welfare, family allowances, juvenile delinquency, old age pensions, and medical social work connected with tuberculosis control, venereal disease control, hospital care, mental health, etc.). The areas of public welfare into which the professional social worker seems to be moving most slowly include unemployment insurance, unemployment relief, and those programmes which tie up most closely with employment and labour problems.

The extent to which social workers are used in individual public welfare programmes depends also to a considerable extent on the degree to which the programme calls for purely administrative skills (as with many large-

scale economic security programmes), as distinct from genuinely professional skills in the social work field.

B. *Methods of selecting and training welfare workers*

Since it is still impossible to staff all social work positions with professionally trained people, it has been necessary to recruit and train unqualified persons in many fields.

There are wide variations in the methods used. In some provinces where there is little appreciation of the need for professionally qualified or high-calibre personnel, and where there are the lowest standards in public welfare administration, personnel are usually recruited on the basis of political patronage, need for a job, a kind face or a kind heart, or the theory that "investigators" are the right type of persons.

Most provinces, however, recognize the need for the selection of properly qualified staff, and most rely upon at least a core of trained social welfare workers to carry the main responsibility for their programmes. In many of the provinces senior social workers in public welfare positions have found it possible to work out with the civil service commission of the province criteria for recruiting persons with related skills and experience. Teachers, nurses, personnel workers, secretaries or clergymen can often be recruited successfully and put through an initial training programme of short duration—perhaps six weeks in all—that will equip them reasonably well to go out into staff positions under the supervision of trained social workers.

The province which has done the most along these lines is British Columbia, which provides a training programme on recruitment, an in-service training programme for all social welfare personnel who are not professionally trained, and encouragement in the obtaining of further training. In many cases financial assistance through leave of absence with pay and in other ways is provided so that they may go away for full professional training. They have the same security of tenure in their jobs as professionally trained workers have. Their compensation is usually one level below that of the fully trained professional worker, and their advancement is much less certain unless and until they obtain a measure of professional training which indicates that they are desirous of developing their professional skills to the fullest possible extent.

C. *Use of unpaid social welfare workers*

1. Governmental:

There is little or no use of unpaid, part-time social welfare workers in the administration of public welfare services. Volunteer citizens are used in a very limited way as members of advisory committees or boards in relation to specific social welfare programmes. Some provinces, for example, have created mothers' allowances advisory boards; the National

Employment Service of Canada has created local, regional and national advisory committees; the federal family allowances administration has provided for regional appeal tribunals. Other examples of this kind could be cited. Private citizens serve on these boards and advisory committees, but their function is limited and no formal provision is made for their recruitment and training or supervision. It is up to the chief administrator of the particular social welfare service with which they are connected to establish adequate relations with his advisory group and to assist them as best he can in developing knowledge and understanding of the particular public welfare programme with which they are connected. The citizens chosen for these advisory committees are usually persons already known in their communities for their interest in and understanding of social welfare measures. In many cases they have already served on the boards of private welfare agencies.

2. Non-governmental:

Private welfare agencies that employ professional staffs make relatively little use of volunteer workers. Volunteers serve as board members, transportation committees, workers in clothing centres, receptionists in health clinics, clerical assistants in offices, etc. There are very few agencies with professional staffs which send out volunteers to visit clients in their homes, except perhaps as "friendly visitors". Many of the private agencies have developed training programmes for volunteers, and in the larger communities the community planning bodies, such as the Council of Social Agencies and the Community Chest, put on training programmes for volunteers who will work in the agencies of the community under the supervision of staff workers.

There are some agencies in the local communities which rely almost exclusively on volunteers to carry out their work, and utilize to a relatively small degree the services of professional persons. These are usually agencies which do not feel the need for professional staff, and consequently show little appreciation of the need of careful programmes of recruitment, training and supervision of volunteer workers.

VII. Non-Governmental Organizations

A. *Kinds used*

1. Trade unions, associations of agricultural producers, and chambers of commerce:

When advisory committees are set up in connexion with the administration of particular services, it is not unusual to have representatives of other bodies selected for membership on them, e.g., the National Advisory Committee to the National Employment Service of Canada has on it representatives of the Trades and Labour Congress of Canada, the Canadian Congress of Labour, the Canadian Federation of Agriculture, the

Canadian Manufacturers' Association, and the Canadian Retail Merchants' Association. Regional and local advisory committees of the regional and local employment offices are likewise established throughout Canada, with a similar membership pattern. Except for membership on these advisory boards, this kind of non-governmental group has no active responsibility assigned in connexion with the administration of social welfare services.

2. Private philanthropy (see I. E. 1 above).

3. Ecclesiastical charity (see I. E. 2 above).

B. *Extent of use*

The Government relies on the private agency very largely in connexion with child welfare, e.g., Children's Aid Societies. Encouragement is also given to the establishment of private welfare agencies in fields where the Government has taken no official responsibility, e.g., Family Welfare Agencies, and Prisoners' Aid Societies. In the Province of Quebec the Government relies upon the religious orders for nearly all those social welfare services which can be provided institutionally.

Generally speaking, the voluntary agencies supplement the public agency. The public agency provides by far the greater part of the funds for social welfare purposes and operates the large expensive mass-scale services. The private agencies carry out the experimental and pioneering work, provide the more highly skilled professional services involving personal problems of maladjustment, and fill the gaps that are left by the public service. The total amount of money spent by the voluntary agencies is very small in comparison with that spent by the public agencies; but this comparison does not adequately reflect the relative importance of the work of the voluntary agency in the total social welfare picture.

The role of religious organizations in the Province of Quebec is still larger and more important than that of private and religious organizations in other provinces. The tendency, however, even in Quebec, is for a larger share of financial and administrative responsibility for social welfare services to be placed upon the public authority.

Most of the services rendered by private agencies are to people in their own homes, except in the Province of Quebec, because there has been a general tendency, under both public and private auspices, to minimize services provided through the institutional setting and to provide social services so far as possible to the people in their own homes. Even in these other provinces, private agencies frequently operate residential institutions such as orphanages, crèches, maternity homes, and homes for the aged; but the number of these institutions and the population of them are constantly diminishing in relation to the total population served by all the social services.

C. *Financing*

1. Token grants:

Nearly every governmental authority in Canada—federal, provincial or municipal—has a list of private welfare organizations to which it makes annual grants, to indicate its interest in and approval of the work of the voluntary agency concerned. In most cases these grants bear no specific relationship to the total cost of the service provided by the agency, nor to the specific service rendered by the agency to the governmental authority.

2. Capital grants:

When new buildings are being built or capital costs are being incurred, governments, particularly on the provincial or local level, frequently make substantial contributions towards these capital costs. Each case is considered on its individual merits, and there is no general rule or scientific or legislative formula laid down as to the contribution which will be made by the governmental authority interested.

D. *Supervision*

1. Licensing and inspection:

Under the constitutional division of powers between provincial and federal governments in Canada, the provincial governments and municipal governments have the right to pass laws (or, in the case of municipal governments, enact by-laws) to provide for the licensing and supervision of private social welfare agencies. In fact, however, the provincial governments have not done so to any extent.

2. Municipal licensing of fund raising:

In the larger cities the municipal authority usually has a licensing by-law under which it may require any private organization which intends to raise funds within the city by private subscription to apply for and receive a permit to solicit funds. When such private agency applies to the civic authorities for a permit, it must, of course, establish its bona fides and state, to the satisfaction of the civil licensing authority, the general purposes for which the funds raised will be used. In this way municipal authorities manage to exercise a certain amount of supervision and control over the activities of non-governmental social welfare organizations in their respective communities, at least in so far as these activities relate to and depend on private fund raising.

3. Provincial incorporation:

Most provinces have enacted legislation known variously as the Friendly Societies Act or the Societies Act, or in some instance a special section of the Companies Act, relating to private non-profit organizations of all kinds. Under legislation of this kind a group of individuals may band themselves together and decide to establish a private social welfare agency,

either on a local community level or on a province-wide level. This group of people may, if it desires, apply to the provincial authorities for a charter or for articles of incorporation. These articles of incorporation, if granted, establish the group of individuals as a corporate entity with certain stated objectives.

The provincial authorities may exercise some degree of selection and establish certain criteria as to eligibility before granting articles of incorporation to applicant organizations. This makes possible a degree of public co-ordination, control and supervision of the incorporation of private social welfare organizations. It follows from this that the provincial authorities have the right to continue to supervise the work of an incorporated social welfare agency and to cancel the provincial charter of incorporation if, in the opinion of the provincial authorities, the agency does not continue to carry out the purposes for which it was granted incorporation. In practice, however, the granting of articles of incorporation in most provinces is very largely a formality and little in the way of investigation or subsequent supervision is attempted.

4. Federal incorporation:

The federal Government, through the Department of the Secretary of State and under the authority of a special section of the Federal Companies Act, grants letters patent or articles of incorporation to agencies which apply for a federal charter rather than a provincial charter. The privilege of applying for a federal charter is limited generally to those agencies which are operating or intend to operate in more than one province. By obtaining one charter from the federal Government they are thus authorized to carry on their programme throughout Canada and are not obligated to obtain articles of incorporation or charters from each of the provinces in which they may be operating a programme.

The Department of the Secretary of State refers all new applications for incorporation under the Federal Act to the Department of National Health and Welfare in so far as these applications came from organizations purporting to carry on activities in the health or welfare field. Each new application is made the subject of investigation and a report is submitted by the Department of National Health and Welfare to the Department of the Secretary of State with a recommendation as to whether or not the application for incorporation should be granted.

Once an application is granted, there is still no machinery for supervising, controlling or co-ordinating the work of these non-governmental social welfare organizations, at least so far as the federal authority is concerned.

5. Wartime controls:

During wartime the federal Government is vested with extraordinary powers, and the situation is therefore somewhat different. During the

wars of 1914-1918 and 1939-1945, the federal Government passed legislation known as the War Charities Act, which called for registration and control of all organizations raising funds for war purposes. A very considerable measure of control was exercised over these organizations, each of which was obliged to apply for a permit to raise funds, to file a statement with the federal authority as to the purposes for which these funds would be used, to limit its administration and fund-raising costs to a specific percentage of the total amount raised, to file regular annual financial statements with the federal authority, to operate under a properly constituted board of trustees, and to comply with a number of other rigid requirements. Since this was a wartime emergency measure, operations under the Act are being terminated.

E. *Recognition*

1. National:

The Canadian Red Cross Society is generally recognized as the agency to which the Government would turn for assistance in connexion with disaster. The Canadian Welfare Council is the agency to which the federal and provincial governments generally would turn if they wanted to seek outside advice on any particular phase of the welfare programme, particularly in the public welfare or child welfare field. The Canadian Tuberculosis Association would likewise be turned to in connexion with problems relating to tuberculosis. The Health League of Canada is recognized by the Government as the leading agency in the field of health education. The Canadian National Institute for the Blind is recognized as being the authoritative agency in its particular field. The same applies to the Canadian Cancer Research Institute and to the Canadian Arthritis and Rheumatism Society. These private national organizations have in many instances been established with the encouragement of the federal Government.

Once established, they carry on as private independent national agencies under private citizen boards of directors. Each is recognized as the authoritative agency in its own field to which the Government can turn for help and advice when required. Usually they receive a lump sum grant from the federal authority as a token of support and interest. Each is completely free to offer advice to the Government, to criticize Government policies, and to make representations to the Government on any part of the programme that falls within its particular competence. On occasion the federal Government may engage one of these national agencies on a fee-for-service basis to undertake a particular survey or a specific project of some clearly identifiable kind. Within these limits there is at one and the same time a very close working relationship between the federal authority and these agencies, and also complete freedom on the part of the agency to develop its own programme in the way that it wishes and to express its own views as to the Government's programme.

While the Government does not accord official patronage to nation-wide semi-voluntary agencies, it has become the custom for the Governor General of Canada and his wife, the Lieutenant-Governors of the various provinces and their wives, and the federal and provincial Prime Ministers, together with their various Cabinet Ministers, to act as patrons or honorary officers of a wide variety of private welfare organizations whose standing has been well established in the country. The patronage and sponsorship of these individuals who occupy the most responsible positions in the government constitute in most cases an assurance to the public that the organizations concerned are worthy of support and carrying on a responsible and worth-while programme.

2. Provincial:

(*a*) Children's Aid Societies (see I. E. 1 above).

(*b*) Tuberculosis treatment and control:

The Sanatorium Board of Manitoba and the Saskatchewan Anti-Tuberculosis League are semi-official agencies which operate an entire programme on behalf of the provincial authorities. They are to all intents and purposes an administrative arm of the provincial government itself, but instead of following the usual pattern of government administration through a department, the government in these cases sets up a citizen board of directors and entrusts that board with the responsibility for carrying out the programme.

3. Municipal:

The local community hospital is in many cases operated under the general direction of a private citizen board, even though the hospital itself is a public community hospital.

Guatemala

I. Field Administration

A. *Direct administration by the central Government*

There is a considerable and increasing number of branches of social welfare activity in which the central Government engages directly (see II below), in addition to social responsibilities incumbent upon it as the biggest landowner (owning some four-fifths of the area and all the petroleum reserves, and producing nearly half of the coffee).

B. *Indirect administration through autonomous corporations*

1. *Instituto Guatemalteco de Seguridad Social* (Guatemalan Institute of Social Security):

This body was established on an autonomous basis under a law of 1946 so as to facilitate its political independence. Its board of directors consists

of six persons chosen by the President, the Bank, the University, the College of Medical Doctors and Surgeons, registered associations of employers and registered trade unions. These are advised by a technical council composed of experts in actuarial science, statistics, accounting, investment and health organization. The Board of Directors appoints a President, who is head of the organization.

The policies prescribed for the board are:

(*a*) Gradual extension of coverage during a ten-year period (1948-1957) with respect to:

(i) The various regions of the country, grouped according to the extent to which literacy and money economy prevail; and

(ii) The various kinds of contingency to be covered, beginning with work injuries.

(*b*) Emphasis on the "social budgeting" method of financing so as to prevent the dangers and shortcomings of private insurance methods, which have been subject to a varying degree of criticism, as well as to increase the ability of people to meet the costs.

Operations began with work-injury insurance for employed persons in Guatemala City and vicinity and in the most important business concerns (80,000 workers covered in 1948; 120,000 in 1949). A preventive and remedial approach to work injuries is provided by factory inspection and a physical rehabilitation centre. The programme was extended to cover non-occupational accidents in August 1949.

2. The University of San Carlos:

This is beginning to develop a small-scale programme directed towards health and welfare activities on behalf of its students, including provision of low-cost meals. It is a member of the Central American Congress of Universities, whose first congress (Guatemala City, 1948) resolved that there should be created in each university a school of social work to train personnel technically equipped to study and solve national social problems.

3. *Instituto de Fomento de la Producción* (Production Development Institute):

This self-financing organization was established in 1945 with departments for banking, development, and management of public housing (*Departamento de la Vivienda Popular*).

4. The Nutrition Institute for Central America and Panama:

This is making studies and conducting demonstrations in several urban and rural communities, in conjunction with UNICEF.

C. *Administration by local authorities*

Many local communities have hospices, mainly for children without families, and sometimes also asylums for the old and infirm.

D. *Administration by non-governmental organizations*

Until the recent expansion of direct governmental administration and administration by autonomous bodies, C and D, although not very extensive, were the principal methods by which social welfare activities reached the people of Guatemala.

1. Voluntary health and welfare agencies (see VI below).

2. Business enterprises:

A few of these have engaged voluntarily in provident activities on behalf of certain categories of their employees.

II. Administrative Specialization at the Centre

The principal functional Ministries engaged in social welfare activities are:

A. *The Ministry of "Gobernación" (Interior)*

This Ministry operates correctional institutions.

1. Reformatory:

This institution for boys aged six to eighteen (eighty-five) and girls (thirty-five) houses those who are homeless or committed by a court. In order to augment their chances of re-education, a citizens' committee was established in 1949 to provide books, a weekly cinematographic performance, a first-aid kit, and psychological and social studies of the children and young persons concerned, and also to plan for farm experience, educational supplies and playground facilities.

2. The Women's Prison:

Attention is being given to the possible formation of a women's committee to promote the re-education and after-care of women prisoners.

3. The Central Penitentiary.

B. *The Ministry of Public Health and Social Assistance*

This Ministry, organized in 1945, has taken over certain responsibilities which fell previously within the competence of the Ministry of the Interior. These include, in addition to preventive medicine:

1. Hospitals and the training of medical and nursing personnel:

A twenty-year plan for extension and modernization of hospitals was drawn up in 1948, following the plans originally drafted by the Guatemalan Institute of Social Security. Its implementation necessitates co-

operation between the Ministry and the Social Security Institute, with a gradual shift of principal responsibility from the Ministry to the Institute. During the present phase, the Ministry bears principal responsibility for hospitals in country towns, the general hospital and some others in Guatemala City, and the Roosevelt School of Nursing, while the Institute is principally responsible for providing new hospital accommodation in the principally responsible for providing new hospital accommodations in the

2. Mobile health units, free clinics and school clinics.

3. The National Hospice:

A residential institution for 750 children. The possibility is discussed of developing a children's village. Placement in foster families is not practised in Guatemala, except sometimes in the form of placement for service.

4. Other residential institutions:

One "asylum" each for invalids, the mentally sick and the aged.

C. *The Ministry of Education*

1. School meals:

This has a Social Service Division whose activities include the provision of luncheons in 200 rural schools with UNICEF aid.

2. Literacy:

Extensive literacy campaigns have been conducted since 1945.

3. Rural amelioration:

Twenty rural school nuclei have recently been established in order to help teachers in 420 rural schools correlate their work more closely with the needs of rural communities by developing:

(*a*) School aid committees for constructing and improving school buildings, equipping school workshops and kitchens, providing school water supply, helping with school lunches, etc.; and

(*b*) School children's clubs for working school gardens, helping with water supply or latrine construction, etc.

D. *The Ministry of Communications and Public Works*

In addition to providing roads, hydroelectric power, telecommunications, etc., this Ministry is responsible for building health and welfare institutions.

E. *The Ministry of Economic Affairs and Labour*

This is responsible for:

1. Administering the labour code of 18 February 1945, which established in private enterprise a new system of management-labour relationships.

2. *Crédito hipotecario* (mortgage bank), to finance housing, credit co-operatives for small producers, etc.

III. Administrative Co-ordination

A. *Central co-ordination*

1. Co-ordination by the presidency:

Since 1945 a series of social reforms has been effected by the Government. These include the Labour Code (1945), the Social Security Law (1946), the drafting of a Children's Code, and the preparation of a hospital plan. Voluntary welfare action has also been promoted under the patronage of the wife of the President.

2. Central staff services:

In order that social reforms may be in harmony with the needs and possibilities of Guatemalan life, they have been planned in the light of information provided by such governmental organs as:

(*a*) The General Statistical Office, which published an *Estudio sobre las condiciones de vida de 179 familias en la ciudad de Guatemala* (Study of living conditions of 179 families in the city of Guatemala), 1948.

(*b*) The National Institute of Indian Affairs (under the Ministry of Education). Since the majority of the population of Guatemala remains Indian in culture, special studies have been needed in order to find ways by which Government health and welfare services may gradually be extended to the whole population.

(*c*) Special committees for research, e.g., the Special Commission on Social Security for which Oscar Barahona Streber and J. Walter Dittel prepared the report on *Bases de la Seguridad Social en Guatemala* (Guatemala City, 1946).

B. *Local co-ordination*

In Guatemala City a community social welfare council was established by representatives of sixteen public and private agencies, in January 1949, under the name of *Consejo Coordinador de Servicios Sociales de Guatemala.*

IV. Finances

A. *Sources of revenue*

1. General budget:

The ministerial expenditures come from appropriations from one common and indivisible fund. The general budget covers all receipts and expenditures, whether ordinary or extraordinary. Extraordinary expenses usually represent capital outlay, e.g., on hospitals. The biggest ministerial appropriations in the fiscal year 1948-1949 were for the Ministry of Education (6.2 million quetzales) and for the Ministries of (*a*) the

Interior and (*b*) Public Health and Social Assistance (7.6 million quetzales)—in a total budget of 47 million quetzales. (1 quetzal=1 U.S. dollar).

2. Assigned revenues:

(*a*) Local government financing:

An entertainments tax is levied locally in order to supplement the revenue from endowments on behalf of public assistance, and especially children's hospices.

(*b*) Autonomous financing:

The Social Security Institute, the University, and the Production Development Institute are financially as well as administratively autonomous. Special revenues are assigned to them by a two-thirds majority in Congress.

(i) The Social Security Institute in its initial phase receives 2½ per cent of covered payroll as management contribution, 1 per cent from the Government, and 1 per cent from the workers. As coverage is extended to risks other than injuries, contributions will be tripartite in the ratio of management 50 per cent, worker 25 per cent, Government 25 per cent. It is envisaged that when social security is eventually extended from the employed population to the whole population, a tripartite method of financing will not necessarily be retained. The exact amount of contribution levied each year is fixed by the board of directors so as to cover any deficits arising from benefits granted the previous year. Cash benefits are based on a formula taking into account local living standards, living costs and wage levels. The Institute has financial responsibility for providing numerous forms of health and welfare activity, including health and hospital services, physical and occupational rehabilitation, and the training and employment of social workers.

(ii) The University receives certain proceeds from excise duties on the manufacture of alcohol and alcoholic drinks.

(iii) The Production Development Institute is to be financed by income from its commercial banking and from the housing of Government workers.

B. *Relationship between social welfare and economic development*

It is an established Government policy to maintain a balanced budget and to avoid indebtedness. Government action, including the work of the Social Security Institute, provides the principal channel for directing Guatemalan capital towards particular aspects of economic and social development.

V. Personnel

The Social Security Institute is the first among Guatemalan Government agencies to practise an important new personnel policy. It is building up

its own personnel on a basis of merit, appointment by competitive examination, and non-participation in party politics, as well as recruitment of citizens of all five Central American Republics. The Institute has initiated two training programmes:

1. The School of Social Work:

Established in 1949, this is financed entirely by the Social Security Institute, and some of the thirty students admitted each year are paid employees of the Institute, for which reason classes are held from 6 to 8 p.m. The United Nations has provided experts to assist in establishing this school.

2. Industrial safety classes:

Courses are conducted on safety measures in order to lessen the incidence of work injuries.

VI. Non-Governmental Organizations

A. *Child and youth welfare organizations*

1. *Sociedad Protectora del Niño* (Child Welfare Association):

This Association, established thirty years ago, operates several *Casas del niño:*

(*a*) Day nurseries (four at Guatemala City) each of which has an investigator to visit the homes of absent children.

(*b*) Child health and welfare centres.

2. *Guarderías y comedores infantiles* (Child-feeding Association):

This recently-formed Association provides breakfasts and lunches for children.

3. Scouts:

There are associations of boy scouts and girl guides. The latter serve as home teachers of the blind.

B. *General welfare organizations*

1. Guatemala Red Cross Society.

2. National Tuberculosis League:

This operates several dispensaries, where free X-ray examinations and treatment may be obtained, and also sanatoria, including one for children.

3. The People's University:

This provides evening courses for persons at Guatemala City who can read and write Spanish.

C. *Financing*

Principal reliance is on donations, including street collect[illegible] ment subsidies are included in the budget appropriations of the following Ministries:

1. Ministry of Public Health and Social Assistance:

The School for the Blind and Deaf Mutes, the Child Welfare Association, two Child Welfare Centres, a Children's Hospital, Children's Colony, and free clinics.

2. Ministry of Education:

University of San Carlos, National Literacy Committee, People's University, School Agricultural Clubs, Boy Scouts, Girl Guides, and various libraries.

Haiti

I. Field Administration

A. *Direct operation by the central Government*

1. Health Centres:

Three at Port-au-Prince, with clinics for maternal and infant health, school children's health, tuberculosis and venereal diseases. (State doctors and dentists visit the schools gratis and refer primary school children to these clinics according to their need.)

2. Asylums:

About ten for the young, old, mentally sick and chronically sick.

3. Correctional schools:

To these are sent not only serious offenders against society, but also children abandoned by their parents, and children guilty of technical infractions of the law.

4. Rural "farm schools":

About 100, to some of which are attached clinics, day nurseries and school lunch programmes, and some of which ("orientation schools") engage in village improvement and adult education.

B. *Voluntary welfare agencies whose work is supported by the central Government*

1. Orphanages.

2. Day nurseries, etc.

II. Administrative Specialization at the Centre

There is in Haiti no one specialized governmental agency for social welfare. Responsibility for social welfare activities is located in three functional ministries.

A. *Health Service*

1. Health:

Including health centres with their various clinics.

2. Public assistance:

(*a*) Residential institutions (asylums).

(*b*) Apportionment of grants-in-aid to governmental and non-governmental welfare agencies.

B. *The Education Department*

1. Urban, including correctional schools.

2. Rural, including farm schools. (These schools formerly came under Agriculture.)

C. *Department of Labour*

The women's and children's section is responsible for enforcing the laws on apprenticeship.

III. Administrative Co-ordination

A. *Central*

For social welfare there is no co-ordinating organ.

B. *Local*

All "farm schools" serve as referral centres. Ten of them have been specially developed for community-organization purposes as "orientation schools."

IV. Finance

A. *General revenues*

These are derived mainly from taxes on foreign trade, and are used to finance health (but not public assistance), education and labour.

B. *Assigned revenues*

These are relied upon for welfare activities which are operated by the Government or supported by it.

1. Social assistance taxes:

Certain internal revenues are earmarked for public assistance, e.g.,

(*a*) Tax on wages (1 to 2 per cent).

(*b*) Tax on occupancy (paid by the owner, with surcharge for public assistance).

(*c*) Entertainment tax.

2. Haitian State Lottery:

Proceeds are earmarked for public assistance.

V. Personnel

A. *Lay social welfare workers*

1. Medico-social workers:

The health centres have visiting nurses for health education of families, but no social workers. An attempt has been made to give a social orientation to these health visitors.

2. Rural teachers:

In the "orientation schools" half the teachers are non-academic, and are responsible for serving the local clinic, referring rural people to urban health and welfare agencies, teaching home-craft and handicrafts, visiting and counselling families, improving villages, and organizing the participation of school children in this work. Teachers in farm schools were formerly trained in the same college as agricultural specialists, so that they might contribute in a practical way to rural improvement. Since the training of rural teachers was separated from agricultural training and combined with the normal-school training of urban teachers, there has been a problem of how to train rural teachers for their social function; special summer courses have been used for this purpose.

3. Labour inspectors:

Since family placement often takes the form of apprenticeship or "placing in service", an effort has been made to train personnel for the social welfare service that the Government is planning to organize in this connexion.

4. Recreation organizers:

Recreational activities of the physical education service are directed by group leaders paid by the State.

B. *Religious social welfare workers*

The personnel of orphanages, schools of industry and other specialized training institutions for children of both sexes is usually drawn from religious orders.

C. *Unpaid social welfare workers*

The personnel of voluntary welfare agencies is recruited among people of goodwill, able and willing to help others, especially children in need.

VI. Non-Governmental Organizations

A. *Kinds*

Voluntary welfare agencies include the Red Cross Society (which runs holiday camps providing two consecutive months of vacation for 150 boys

and girls); the Women's Social Action League, which runs a social welfare centre for women workers; the *Bouchée de pain*, the *Obole du pauvre* and the *Discrète aumône* (relief agencies); nurseries and day-care centres; the wards of St. Anthony; orphanages and a school of industry; and scouting.

B. *Financing*

1. Non-governmental resources:

Voluntary welfare agencies organize festivities and tombolas, the proceeds from which go to the agency's work.

2. Government grants:

Sometimes agencies receive grants from the public assistance side of the Health Department. In distributing the assigned revenues at its disposal, the Public Assistance Division gives priority to governmental agencies, and apportions the remainder among the voluntary agencies.

VII. Administrative Problems

Social welfare work in Haiti is still feeling its way. Some foundations have been laid, but there is not yet any well defined technique. The State is beginning to take steps against child labour and illiteracy. There are no trained social wokers.

United States of America

Introduction

A. *Definition*

Social welfare activity in the United States has been defined most recently as the development and administration of (1) social insurance, (2) social assistance, and (3) other social services designed to strengthen family life and provide care and protection for special groups such as children, the aged, and mentally, socially or physically handicapped persons.

Social welfare activity in the United States today follows the three methods of social casework, social group work, and community organization. The content of practice in these three methods is based on the same fundamental principles, applied in relation to an individual, a group or a community.

B. *Organizational development* →

A complete picture of social welfare administration in the United States of America must include non-governmental programmes at the national and local levels as well as programmes administered by federal, state or local governments or participated in at two or more levels of government.

From the earliest days of colonization and development, governmental and non-governmental social welfare programmes have developed side by side, with governmental programmes undergoing remarkable expansion after 1930. The tendency has been for the non-governmental agencies to explore new areas of need and experiment with new kinds of services while, at appropriate points, the Government has stepped in to take over, expand, and add refinements to the administration of basic welfare services which are beyond the capacity of non-governmental organizations.

Among the powers delegated to the various states by the Constitution of 1789 were the power to collect taxes to "provide for the common defence and general welfare of the United States" and the power "to regulate commerce . . . among the several States," as well as the broad grant of responsibility "to make all laws which shall be necessary and proper" for carrying into execution the enumerated powers "and all other powers vested by this Constitution in the Government of the United States, or in any department or officer thereof".

From the earliest days of the Republic, the federal Government has made grants of land or funds to states to assist them in carrying out certain services clothed with a national interest. For the first 125 years, all but two of the federal grants to the states were for educational purposes. Grants to the states for health and welfare services have been made since 1910 only.

When the national interest is very strong, the federal Government has traditionally been considered justified in taking over full responsibility for support and administration of such functions.

Adoption of grants-in-aid has, however, been less likely to be challenged before the courts on grounds of constitutionality, because actual operation of the service is left with the states, each state maintains a large share of control over the way the funds are spent within its borders, and there is usually no way of attacking in court a federal law that provides for nothing but the expenditure of money. When, in 1937, the Supreme Court affirmed the constitutionality of the social insurance programmes provided for in the Social Security Act of 1935, Mr. Justice Cardozo declared: "Needs that were narrow or parochial a century ago may be interwoven in our day with the well-being of the nation. What is critical or urgent changes with the times. The problem of preventing want in old age is plainly national in area and dimensions. Moreover, laws of the separate States cannot deal with it effectively . . . Only a power that is national can serve the interests of all."

The grant programmes have supplied a co-operative method for achieving results that might never have been achieved if the grant-in-aid technique had not been developed. Federal grants have been successful in (1) providing a basis for the achievement of broad national purposes and (2) providing a fiscal and administrative mechanism characterized by

national-state co-operation and the division of responsibilities in the shared functions. The grants, therefore, have avoided the extremes of complete centralization and complete decentralization.[2]

I. Field Administration

A. *Governmental services*

1. Direct federal administration:

(*a*) Old-age and survivors insurance:

The old-age and survivors insurance system is administered by the federal Government through its Social Security Administration. The Bureau of Old-Age and Survivors Insurance maintains a record of the wages received by all workers on jobs that are covered by the programme, and processes the claims for benefit payments. The Treasury collects the contributions under the programme and makes the benefit payments due on claims certified by the Social Security Administration.

The operations of the Bureau are highly decentralized. Less than half of the total personnel is in the central office; more than half of the personnel is distributed throughout the United States in six area offices, some 480 field offices and about 1,800 stations.

The field offices are under the supervision of representatives of the Bureau. They issue account numbers to workers, aid in correcting wage records, aid claimants, adjudicate claims and determine benefits.

The area offices review all claims, maintain a current record of beneficiaries, and certify to the Treasury the amounts of payments to be made.

(*b*) Services for ex-servicemen:

The Veterans Administration, an independent establishment within the Executive Branch of the federal Government, is responsible for administering the major benefits provided under Acts of Congress to veterans of various wars. These benefits consist of medical care, compensation and pensions, life insurance, vocational rehabilitation and education, readjustment allowances, guarantee of certain loans, and special services (recreation, chaplain, etc.).

The fundamental purpose of the Social Service Division established within the Department of Medicine and Surgery of the Veterans Administration is to enable disabled veterans to use veterans' benefits and the services of community social agencies to maximum advantage.

(*c*) Services for federal employees:

Employees of the federal Government have retirement, survivor and disability protection under a special system administered by the federal

[2] 81st Congress, Senate Document No. 81, *Federal State Relations.*

Civil Service Commission. Compensation to federal employees for service-connected disability is administered by the Bureau of Employees' Compensation in the federal Department of Labor.

(*d*) Services for Indians:

The Bureau of Indian Affairs in the Department of the Interior was established to protect and promote the welfare of Indians who are under federal guardianship. It provides certain educational facilities and community centres, medical services, and social service for the needy, sick and disabled. The Bureau is also concerned with the conservation and improvement of Indian land, development of natural resources, and operation of a revolving fund for these purposes.

(*e*) Services for railway workers:

A national system of retirement, survivor, disability, sickness and unemployment insurance for employees of railroads and their affiliates is administered by the Railroad Retirement Board.

(*f*) Federal courts and correctional services:

The Government of the United States during the past twenty years has given increasing recognition to the importance of rehabilitating law violators. Three agencies have been created which perform specialized services in the correctional field.

(i) The Bureau of Prisons in the Department of Justice is charged with the safekeeping, care and treatment of violators of federal statutes. The operating standards of its twenty-six institutions are maintained at a high level and assistance is also furnished to state and local jurisdictions in improving the management of their institutions;

(ii) The Administrative Office of the United States Courts includes a probation section which provides consultative service and leadership to the federal courts and the probation officers of these courts. It holds regional in-service training conferences, and publishes a quarterly journal, *Federal Probation.*

Probation officers are attached to the federal courts in the ninety-two judicial districts, and are responsible for supervision of federal probationers and parolees;

(iii) The three-man Board of Parole, an independent agency within the Department of Justice, is responsible for the release of sentenced federal offenders for a period of community supervision.

(*g*) Housing:

(i) The Housing and Home Finance Agency is responsible for the co-ordinated administration of the principal housing and related functions of the federal Government. Within this administrative setting several programmes operate:

:. The Federal Housing Administration ensures credit for property improvement and modernization, and for mortgage loans on homes and on rental projects;

). The Federal Home Loan Bank System is a reserve credit organization serving home-financing institutions;

'. The Public Housing Administration administers the federally-aided community low-rent housing programme and the emergency public housing activities of the federal Government;

l. The Division of Slum Clearance and Urban Redevelopment and the Community Facilities Service give financial assistance to local communities in clearing slums and blighted areas and in planning non-federal public works and buildings (see 2 below);

'. The Division of Housing Research carries on a comprehensive housing research programme;

. The Division of College Housing administers a programme of federal financial assistance to educational institutions.

(ii) Other federal agencies also carry on functions related to housing:

i. The Department of Agriculture administers farm housing programmes authorized under Title V of the Housing Act of 1949. Its Farmers Home Administration provides credit and related advisory and planning services for family-type farms unable to obtain credit elsewhere, through centrally-appointed county committees of three members, two of whom are farmers;

). The Veterans Administration is responsible for handling "GI home loan guarantees";

'. The Department of Commerce collects housing and construction statistics and conducts programmes to increase the volume of construction;

l. The Federal Security Agency carries on health and sanitation studies and projects as related to housing;

e. The Office of the Housing Expediter is primarily concerned with administration of rent control.

(iii) The National Housing Council was established to bring about 'ullest use of the Government's housing resources, to avoid duplication and conflict, and to assure consistency of housing policies with the general iscal and economic policies of the Government.

(*h*) Institutional care:

The Federal Security Agency operates St. Elizabeth's Hospital for certain mentally ill persons who are the responsibility of the federal Government. The Columbia Institution for the Deaf, a public corporation, is supported in part by federal funds.

(*i*) Welfare of nationals of the United States who are abroad:

The Division of Protective Services of the Office of Consular Affairs of the Department of State is responsible for protection of American nationals

abroad, in such matters as ascertainment of their whereabouts and welfare and transmission of funds.

(*j*) Recreation and leisure-time activities:

No one federal department or agency has primary responsibility for direct administration of recreation programmes. A federal Inter-Agency Committee on Recreation carries out joint planning and self-co-ordination of federal programmes.

(i) The Forest Service in the Department of Agriculture maintains recreation facilities for the public on forest lands;

(ii) The Army Corps of Engineers in the Department of National Defense develops public park and recreation facilities on reservoir areas created as a part of navigation and flood control;

(iii) The National Park Service in the Department of the Interior provides extensive recreational facilities in the national park system both directly and through concessionaires;

(iv) The Fish and Wild Life Service in the Department of the Interior provides recreational facilities on national wild life refuges.

(*k*) Welfare services in the military establishment:

Certain welfare services are available to members of the armed forces under the Department of National Defense. The major services are recreational and leisure-time activities, but certain counselling and guidance services are frequently available. The past few years have seen a development of psychiatric social work under the Surgeon-General of the Army.

(*l*) Social welfare in Trust and other Territories:

The Department of the Navy is responsible for Government services including social welfare in American Samoa, Guam, and the Trust Territory of the Pacific Islands.

(*m*) Social welfare in occupied areas:

The Department of National Defense (for the Pacific area) and the Department of State (for the European area) are responsible for supervision of the administration of Government services in areas occupied by the United States. Social welfare personnel have been given the opportunity to observe social welfare administration in the United States and specialists from the United States have been employed in or have visited occupied areas to consult on social welfare administration.

2. State and/or local administration under both federal and state laws and with federal financial participation:

(*a*) Public assistance to special categories of needy people:

Under the Federal Social Security Act, States may claim federal financial participation in programmes of old-age assistance, aid to dependent children, and aid to the blind. "State plans" must provide, among other things, for: (i) establishment or designation of a single state agency for

the administration of the programmes; (ii) state financial participation; and (iii) proper and efficient operation of the plan. The federal Government is charged with responsibility for: (i) approving state plans; (ii) maintaining continuous assurance of state compliance with the Social Security Act; and (iii) certifying grants of funds to states.

In order to carry out its responsibilities the Bureau of Public Assistance issues interpretations of the Social Security Act, establishes minimum standards required for conformity to the Act, maintains a continuing review and evaluation of state public assistance plans and of the state and local administration of state plans, assists states in developing more adequate public welfare programmes, and conducts studies and makes recommendations concerning federal legislation and administrative policy.

The Bureau maintains a central staff and stations representatives in regional offices of the Federal Security Agency.

Two major patterns exist in the states for the administration of old-age assistance, aid to dependent children and aid to the blind: (i) state administration in fourteen states; (ii) administration by the welfare department of local government units, with varying degrees of supervision by the state, in thirty-one states.

(*b*) Vocational rehabilitation:

Under the Federal Vocational Rehabilitation Act, grants are made to the states covering a wide range of services. "State plans" are reviewed and approved by the Office of Vocational Rehabilitation in the Federal Security Agency; approval is dependent on compliance with federal regulations and requirements. Consultative assistance, surveys of case services, reporting and fiscal audit are the principal methods used to ensure the compliance of state programmes. In a state, a State Board administers the programme of vocational rehabilitation. Officials of the state administrative authority are stationed in district and local offices as well as in the state capital.

(*c*) Child welfare and health:

Under the Social Security Act, the federal Government pays part of the cost of state and local child welfare, maternal and child health, and services for crippled children, through the Children's Bureau of the Social Security Administration. A fixed annual allotment of federal funds is authorized for each programme. Emphasis is on developing services in rural areas in all three programmes.

(i) Child welfare:

Federal grants are made to state public welfare agencies for the purpose of establishing, extending and strengthening, especially in predominantly rural areas, the protection and care of homeless, needy and neglected children, and children in danger of becoming delinquent. Consultative

service is given in such special fields as staff development, day care, group care, foster family care, and juvenile delinquency.

With a few exceptions the public child welfare programme is administered by the same agency as administers public assistance. While services to individual children are usually provided through local offices under one of the same two patterns of administration, certain parts of the child welfare programme are usually administered directly by the state agency, e.g., licensing and supervision of non-governmental child-caring and child-placing agencies, and operation of state institutions for children.

(ii) Maternal and child health:

Grants are made to state public health agencies to enable the states to extend and improve maternal and child health services, particularly in rural areas and in areas of special need.

Each state health agency allots federal and state funds to county or local health departments for maternal and child health services. In addition, the state health department may provide consultative services on the medical, dental, nursing, medico-social, nutritional, and health-education phases of the maternal and child health programme.

(iii) Services for crippled children:

Grants are made to state agencies for extension and improvement of services for crippled children and for provision of medical, surgical, corrective and other services. Public health nursing, medical social service and physical therapy are also provided. State staffs usually include physicians, specialists in orthopaedic and plastic surgery, orthopaedic and general public health nurses, medical social workers and physical therapists.

(iv) Other services:

In addition to its grants-in-aid programmes, the Children's Bureau is responsible for investigating and reporting upon all matters pertaining to the welfare of children and child life, through research, consultation, development of standards, and publications. The Bureau has technical consultants in such special fields as staff development, social services to children in their own homes, foster care, juvenile delinquency, homemaker service, services to unmarried mothers, and child welfare legislation. Its consultants also include doctors, public health nurses, medical social workers, nutritionists, hospital administrators, a physical therapist and a psychologist.

(d) Health and mental hygiene:

The functions of the Public Health Service of the Federal Security Agency include the development and improvement of medical social work and mental health programmes, including psychiatric social work. Programmes of research, investigations, demonstrations, grants-in-aid to states, training of professional personnel, and technical assistance and

consultation to states include the social service aspects of prevention and treatment of human diseases in close association with state departments of health.

(e) Unemployment insurance:

Under the Federal Social Security Act and the Federal Unemployment Tax Act, the federal Government participates financially in the cost of state unemployment insurance programmes. The individual states administer their own unemployment insurance programmes in accordance with state laws, creating their own agencies and employing their own officials.

The Bureau of Employment Security in the Department of Labor grants funds to cover all administrative costs to states whose laws, regulations and administration are approved by the Bureau.

(f) Housing:

Under the United States Housing Acts of 1937 and 1949, public housing is primarily a responsibility of the locality in which a public housing project is to be constructed, through its local housing authorities, established under state law. Federal financial assistance is made available through the Public Housing Administration for: (i) loans for up to forty years and up to 90 per cent of the cost, the remaining 10 per cent to be raised by the local authority; and (ii) subsidies in the form of annual contributions, in order to lower rents to levels that low-income families can afford. The Housing Act of 1949 also provided for federal financial aid to carry out slum clearance through both temporary and long-term forty-year loans. The federal Government meets two-thirds of the loss to the local public agency in the resale of the land for its new development.

(g) Agricultural co-operative extension service:

The Department of Agriculture has administered federal grants to states for agricultural and home economics work since 1914. In the states, the programme is administered by the extension divisions of the state land-grant agricultural colleges, with Department of Agriculture administrative and professional personnel serving as liaison between their own research and operating agencies and the staffs of the land-grant colleges. The original Smith-Lever Act provided for an unmatched grant of $10,000 to each state and to Hawaii and Puerto Rico, the balance of the appropriation to be allotted to the states on the basis of their rural population on a matched basis. Subsequent acts have followed substantially the same pattern except that matching is not required in all cases and part of the funds may be allotted on the basis of special needs. This programme teaches farming and homemaking to rural people on a practical, out-of-school, co-operative teaching basis. The programme includes recreation activities and facilities for children and adults in farm communities. The work is organized in 3,117 counties with one or more agricultural agents. In more than two-thirds of the counties there is also a home demonstration

agent to work with women and girls. Work with young people through 4-H Clubs is a part of the programme in every state.

(*h*) School lunches and distribution of surplus foods:

The Production and Marketing Administration of the Department of Agriculture administers grants of funds and surplus food to state educational authorities in accordance with an agreement between the state agency and the federal department. The state educational authority in turn distributes these grants to local governmental or voluntary agencies in the community to provide nutritive lunches on a non-profit basis, and avoiding identification of needy recipients.

3. State administration:

(*a*) Correctional services:

In 1945 there were 117 state institutions receiving prisoners from the courts. In most states, such institutions are under the control of a state department of correction or of a division of correction within a department of welfare.

The outstanding feature of parole service today is supervision by the case method and under trained personnel. Nevertheless case loads are still too large in many jurisdictions.

New procedures: the behaviour clinic, probation, the indeterminate sentence, the general or reformatory sentence, and the youth correction authority, have brought great changes in recent decades.

(*b*) Civil service retirement systems:

About three-fifths of all state and local government employees have rights to retirement and in most cases disability protection.

(*c*) Sickness insurance:

Cash benefits during temporary disability are administered to insured workers by four states. Administration of these benefits is assimilated to that of unemployment insurance in three states and to that of workmen's compensation in one state.

(*d*) Workmen's compensation:

For most workers in industry and commerce, protection against work-connected disabilities is provided through state-administered programmes in all states but one.

(*e*) Institutional care:

(i) Institutions for the care and maintenance of the mentally ill and the intellectually deficient are operated by the states under departments of health, education, welfare, or mental hygiene, or in a separate department of institutions;

(ii) Institutions for the education of the deaf and blind, where they exist, are also under state auspices, usually in departments of education or welfare;

(iii) State training schools for delinquent boys and girls are generally administered by departments or boards of public welfare, of education or of institutional administration. The tendency appears to be toward placing administrative responsibility in departments of public welfare, and toward complete separation from responsibility for correctional institutions for adult offenders.

(*f*) Ex-servicemen's programmes:

State-operated special programmes for war veterans are unrelated to federal programmes and, in general, are supplementary to them.

4. Local administration:

Practically all public social welfare services are administered through a local political subdivision such as a county, city, town, village or township, regardless of whether ultimate administrative authority rests with federal, state or local government.

(*a*) Social welfare services in public welfare departments:

Among services available in public welfare departments are:

(i) Public assistance to needy persons, including:

a. Public assistance to special categories of needy people (see 2 above);
b. General assistance to needy persons. This is not covered by the federally sponsored programmes. It is directly administered by only two states, and is administered by local public welfare officials with or without state supervision in the remaining states. The responsible local governmental subdivisions are the county in thirty states;
c. Institutional care of needy people remains a local function administered usually by welfare departments.

(ii) Child welfare services, including:

a. Casework services for children and youth in their own homes or in the homes of relatives;
b. Protection of children from neglect or abuse;
c. Homemaker services (visiting housekeepers);
d. Day care;
e. Foster family care;
f. Institutional care;
g. Adoption services;
h. Social services for children, as requested by courts, mental hygiene clinics, schools, state and local institutions and the Bureau of Old-Age and Survivors Insurance;
i. Participation in community planning and organization.

(iii) Family welfare services, including:

a. Homemaker services (visiting housekeepers);
b. Services for special groups such as the aged and blind, veterans, etc.;

c. Casework and counselling services to families and individuals;
d. Licensing and supervising foster homes and institutions for care and maintenance of the aged and handicapped;
e. Foster-home care for handicapped or aged adults;
f. Services to domestic relations and criminal courts.

(iv) Referral services.

(v) Vocational rehabilitation.

(vi) Legal aid.

(*b*) Social welfare services in the public schools:

Among the social welfare services that may be available in local school systems are:

(i) Special services for the physically handicapped and mentally retarded;

(ii) School social workers or visiting teachers;

(iii) Child guidance services;

(iv) School attendance services;

(v) School health services (sometimes under local health departments or jointly administered by public health and educational officials);

(vi) Playgrounds and recreation centres;

(vii) Sports programmes;

(viii) School lunch programmes.

(*c*) Social welfare services in departments of health:

Social services, through health departments, may include the following:[3]

(i) Casework services to patients and families under care of the health department as, for example, crippled children;

(ii) Consultation services to professional personnel regarding the social and emotional aspects of health and illness;

(iii) Participation in programme planning, policy making and standard setting of the local health department;

(iv) Participation in community planning;

(v) Participation in educational programmes within the health department and in other agencies;

(vi) The promotion of mental health;

(vii) Special programmes such as venereal disease eradication, tuberculosis control, etc.

[3] Public health departments also offer certain health services classified as social services in some countries, e.g., public health nursing, maternal health clinics, and well-baby clinics.

(*d*) Public recreational services:

Public recreation departments in local communities operate a variety of parks, playgrounds, centres, sports programmes, beaches and swimming pools, picnic grounds and day camps.

(*e*) Courts and correctional services:

Local criminal and domestic relations courts may employ social workers and probation officers who may or may not be professional social workers. They may also use the social work services of the public welfare department.

Local governments operate temporary detention facilities for persons awaiting trial, and short-term institutions such as police stations, jails and workhouses for minor violations.

Legislation in the forty-eight states, the District of Columbia, Alaska, Hawaii and Puerto Rico provides either for separate juvenile courts or for specialized jurisdiction and procedure in children's cases.

In a number of the larger urban centres, independent juvenile courts have been established; the judges of these courts are either appointed or elected. Other juvenile courts are parts of courts of more general jurisdiction: juvenile and domestic relations courts, as well as family courts. These may also be independent or parts of other courts with jurisdiction over children's cases, adult contributors, neglect, non-support, dependency, desertion, adoptions and divorce.

Some courts, especially in the larger urban areas, have developed diagnostic and investigation services to a high degree with staffs of social workers, and medical, psychiatric and psychological services. Some in the semi-urban areas supplement their own services by the facilities of other community agencies. Courts in rural areas generally depend upon local or state agencies for these services. In some states as well as in some of the large urban areas these services have been developed outside of the court organization, independent probation departments being set up to serve all courts in the community, county, or state.

B. *Non-governmental services*

1. National:

The majority of national associations started on a nation-wide basis and later organized local branches or affiliates, and all have grown through local participation and support.

National associations serve in the fields of family and child welfare, health, recreation, informal education, and community organization. Some exist to serve youth, veterans, the aged, or a racial or denominational group. Most serve all ages, races, or creeds within their functional fields.

National organizations in or closely related to the field of social work listed in the 1949 *Social Work Year Book* total 430.

National associations, while forming no single pattern, are organized in three different ways:

(*a*) The national policies of some are determined through local and state membership in the national board. In some this board establishes membership in the organization, reviews and approves the budget, and otherwise acts as the authoritative body. The local member agencies exercise control over the national organization through selection of local people as members of the national governing board.

(*b*) Some were organized before their local members, they retain control of the national organization, and they charter local branches responsible to it. A line of service runs from the national organization to the local affiliate.

(*c*) Some have no local affiliates but carry on nation-wide activities. In combination with local community councils, national organizations also provide guidance by such means as manuals of instruction, guidance material, technical services. Continuing national services to local units are varied, largely because they must be tailored to fit local needs.

2. State:

The emergence of the state as the principal governmental unit in public social services has been accompanied by substantial development of voluntary action on a state-wide basis in these fields in over forty states.

Some national voluntary agencies, particularly those concerned with health questions, operate through state organizations which have a considerable measure of autonomy: e.g., the National Tuberculosis Association, American Cancer Society, and National Society for Crippled Children and Adults. The American Heart Association and American Social Hygiene Association operate through state-wide organizations in some states, but depend principally on direct relations between the national agency and local organizations. The National Foundation for Infantile Paralysis has a state campaign chairman in each state, but action rests solely with the national body and local chapters. The American National Red Cross maintains in many states an officer whose chief purpose is liaison with public and private social agencies and state governmental agencies.

The National Council of the Young Men's Christian Associations has a number of state associations and the Family Service Association has held occasional state-wide conferences.

3. Local:

Local non-governmental social welfare organizations usually serve a local governmental unit. Religious organizations may serve a parish or part or all of a diocese. These local agencies are most frequently locally autonomous organizations although they may be affiliated with one or

more national associations. On the whole, non-governmental organizations provide necessary services not readily available through government, and supplementary to them, such as research, experimentation, and demonstration of new programmes.

In coverage, non-governmental programmes are more likely to exist in urban communities, where they serve the city and surrounding suburban area; in large metropolitan areas such agencies and institutions number many thousands. Organized social welfare programmes under non-governmental auspices are found less frequently in small communities. In rural areas coverage is quite limited.

II. Relations between Centre and Field

A. *Governmental*

Emphasis is on co-operation between the various levels, rather than on control of lower by higher levels. This co-operation takes many forms, including:

1. Services that reach the public through state and/or local administration, with federal participation, and under both federal and state laws (see I. A. 2. above).

2. Direct service by the federal Government, combined with federal participation in services provided by states or their local subdivisions (see I. A. 1. (*f*) above).

3. Cost sharing (see V. A. 2. below).

B. *Non-governmental*

Here also emphasis is on co-operation between the various levels, and especially on the developmental and standard-setting role of nation-wide and state-wide organizations (see I. B. 1. and 2. above).

III. Administrative Specialization at Federal and State Levels

A. *Federal level*

1. Federal Security Agency:

Within the structure of the federal Government, most social welfare services are centred in the Federal Security Agency, which is constituted under four main operating branches as follows:

(*a*) Office of Education.

(*b*) United States Public Health Service.

(*c*) Social Security Administration, responsible for:

(i) Old-age insurance;

(ii) Public assistance;

(iii) Maternal and child health and child welfare services, and

(*d*) Office of Special Services, including vocational rehabilitation.

Organizationally, the Federal Security Agency has two points of interest: (1) the major social programmes—social welfare, education, and health—are grouped in one federal agency, (2) the major social welfare programmes of the agency are grouped in one constituent branch of the agency (see I. A. 1. (*a*) and 2. (*a*)-(*d*) above).

2. Other federal departments and agencies concerned with social welfare:

Important social welfare services of the federal Government are carried by the Departments of Justice, Interior, Labor and Agriculture, and by the Veterans Administration, Railroad Retirement Board, and Housing and Home Finance Agency. Other federal departments and agencies render social services of a less extensive nature (see I. A. 1. (*b*)-(*m*) and and 2. (*e*)-(*h*) above).

B. *State level*

At this level, responsibility is usually located in a number of boards or departments. A single federal agency may deal with several state agencies, or vice versa. There is no generally accepted pattern of organization, either by function or by clientele.

IV. Administrative Co-ordination

A. *National*

1. National Social Welfare Assembly:

In December 1945, this became the central national co-ordinating organization for social welfare, its purpose, "to provide a means of consultation and conference on social welfare needs and problems; and to provide leadership and facilities for affiliated social welfare agencies and associated groups of agencies and individual members to plan and act together voluntarily in matters of common interest".

It has three functions: to facilitate more effective operation of organized social welfare activities; to study and define social welfare problems and human needs and develop plans of action to meet them; and to represent the social welfare viewpoint.

The Assembly has brought into association with it the several existing councils and associated groups of national organizations. The National Health Council serves as the Health Division of the Assembly. Several councils and groups are now part of the structure of the Assembly: Social Casework Council; Education-Recreation Council; Committee on Service to Veterans; Youth Division, formerly Associated Youth Serving Organizations. The Conference of National Agencies and Professional Schools of Group Work and Recreation has associate group status in the Assembly. In each instance agreement is made for provision of staff service by the Assembly and for co-ordination of activities.

Fifty-two national social welfare organizations (forty voluntary and twelve governmental) were affiliated with the Assembly in October 1948. Each nominates annually one lay and one staff person for individual membership. An additional membership-at-large brings representative community leadership. The Assembly recognizes as essential the partnership of lay and professional leadership, voluntary and governmental organizations, local communities and national organizations.

Financial support derives primarily from affiliated organizations and community chests, and in part from foundations and individuals. Special projects are financed by foundations and special sources.

2. Working groups

Federal agencies co-ordinate their activities largely through interdepartmental committees or intra-agency committees and working groups. One example is here given.

The Interdepartmental Committee on Children and Youth was established in May 1948 on the request of the President of the United States to assist the federal agencies that have programmes affecting the well-being of children and youth. The major work undertaken by this Committee during its first year was an *Inquiry on Federal Agency Objectives in Programs for Children and Youth,* for the purpose of giving the first comprehensive picture of federal programmes for children and youth and the gaps in these programmes.

3. White House conferences:

In the closing year of each decade there has been a White House Conference on some phase of child care, held in the Capital under the sponsorship of the President. Advisory in nature, these conferences have kept the needs of children before the public and have developed goals to be striven toward during the decade following.

President Truman called a mid-century conference, December 1950, to consider how to develop in children the mental, emotional and spiritual qualities essential to individual happiness and to responsible citizenship, and particularly to:

(*a*) Bring together pertinent knowledge;

(*b*) Examine the environment in which children are growing up;

(*c*) Study the ways in which the home, the school, the church, welfare agencies and other social institutions are serving the needs of children;

(*d*) Formulate proposals for the improvement of parental, environmental and institutional influences;

(*e*) Suggest means whereby these proposals may be communicated to the people and put into action.

In every state a state-wide committee co-operates with the national committee.

B. *State co-ordination*

In about thirty states, a State Conference of Social Work engages to some degree in planning and social action, provides an annual opportunity for persons interested in social welfare to discuss and share experiences. In some states the conference also conducts regional meetings. A number of state conferences also take an active part in promotion of social welfare objectives.

C. *Local co-ordination*

1. Urban "community organization":

Councils of social welfare agencies mobilize community forces for preservation and promotion of human values. The process is known in the United States as "community organization". The local agency may be called a council of social agencies, social planning council, or community council. There are approximately 400 such councils in the United States, embracing almost every city of over 100,000. In addition there are several hundred cities where a "community chest" (see V. B. below) carries on some of the functions of a council.

Characteristic features of these councils are: (*a*) a voluntary membership by individuals and organizations; (*b*) a purpose of meeting health, economic security, social and recreational needs; (*c*) co-ordination and planning.

Non-governmental agencies and governmental departments, through the conference and study method, reach agreement regarding action and help to achieve improvements in community health and welfare programmes.

2. Relation between joint planning and joint financing:

Co-operative financing of voluntary agencies is a common service closely related to the work of community welfare councils. It is a generally accepted principle that councils should have some formal connexion with budgeting of funds raised in the annual chest campaign and should strive to influence expenditure of public funds for health and welfare purposes.

V. Finance

A. *Governmental*

1. Sources of revenue:

All public social welfare activities in the United States are supported by taxation. Beneficiaries as well as others contribute to their support as part of the tax-paying public, and by compulsory social insurance contributions.

(*a*) Federal:

Old-age and survivors' insurance benefits are financed through compulsory contributions by employers and employees covered under this programme. Contributions are now collected at the rate of 3 per cent of the first $3,000 of wages of individual workers, that is, 1½ per cent each from employer and employee. The total amount collected is transferred to the Federal Old-Age and Survivors Insurance Trust Fund, which is kept separate from the general funds of the Treasury, and can be expended only to pay the benefits and administrative expenses of the programme. That part of the fund which is not needed for current payments is invested in interest-bearing obligations of the Government.

To finance the benefit costs of the unemployment insurance programme, a state excise tax on wages is paid by the employer. In two states, an employee tax is also used for the same purpose. Technically, administrative costs are charged to general revenues; actually, however, the 0.3 per cent tax on wages collected by the federal Government is regarded generally as the source of revenue for administrative financing.

Railroad workers and their employers share equally the cost of retirement, survivor, and permanent disability benefits. Employers pay the entire cost of railroad unemployment and sickness (temporary disability) insurance.

Similarly, federal employees and Government share the cost of retirement, survivor, and permanent disability insurance. Service-connected disability compensation is paid by the Government without employee participation.

Beneficiaries of vocational rehabilitation programmes, in so far as they are able, pay for the services which they receive, other than counselling and guidance, training and placement.

In federal penal and correctional institutions, inmates contribute by their labour to the costs of institutional operation.

(*b*) State and local:

State and local public social welfare services receive their funds from both general and assigned revenues. More than one kind of tax may be used for this purpose. The following example illustrates the complexity of the picture but does not include all the possible sources of assigned revenues:

(i) State funds for public assistance:

Funds for the state share are provided entirely from general revenues in two-thirds of the states. Where general revenues are used in the financing of public assistance it may be assumed that the tax sources for public assistance are the same as those for the total general fund of the state.

TABLE 1. UNITED STATES: USE OF GENERAL AND ASSIGNED REVENUES BY STATES[a]
Number of public assistance programmes with state financial participation, fiscal year 1947

Type of programme	*Total*	*Source of state funds*		
		General revenues only	*Assigned taxes only*	*General revenues and assigned taxes*
All types granted	49	33	7	9
Old-age assistance (OAA)	49	35	11	3
Aid to dependent children (ADC)	48	37	9	2
Aid to the blind (AB)	49	38	9	2
General assistance (GA)	34	26	5	3

[a] 48 States and the District of Columbia.

Among the one-third of the states which finance the state share of public assistance costs wholly or partly from assigned revenues, there are many different patterns of earmarking.

TABLE 2. UNITED STATES: ASSIGNED REVENUES USED BY STATES FOR PUBLIC ASSISTANCE PROGRAMMES

Type of assigned tax	*Number of states assigning taxes to public assistance, fiscal year 1947*	*Number of programmes to which taxes are assigned*				
		Total	*OAA*	*ADC*	*AB*	*GA*
One or more taxes (unduplicated total)	16	44	14	11	11	8
Sales tax (unduplicated total)	13	36	11	9	9	7
General sales and use taxes	7	23	7	6	6	4
Taxes on selected commodities and services:						
Alcoholic beverages	6	21	6	6	6	3
Tobacco	3	5	2	1	1	1
Public utility services	2	4	1	1	1	1
Other	3	7	3	2	2	0
Licence and privilege taxes (unduplicated total)	7	19	6	6	5	2
Alcoholic beverages	5	17	5	5	5	2
Corporations in general	2	5	2	1	1	1
Other	4	4	3	1	0	0
Other types of taxes (unduplicated total)	9	23	9	5	6	3
Property (real or personal)	2	2	2	0	0	0
Death and gift	2	4	2	1	1	0
Severance	3	8	3	2	2	1
Per capita	2	5	2	1	2	0
Other	4	12	4	3	3	2

(ii) Local funds for public assistance: (*a*) special types of public assistance: in twenty-seven states, local funds meet part of the cost of one or more types, the local share being generally met from property taxes; (*b*) general assistance: in forty-five states the localities bear all or part of the financial responsibility, local funds coming chiefly from property tax revenues.

2. Cost sharing through grants-in-aid[4]

The federal Government's grant-in-aid system originated in the disposal of the national domain, the dominant federal policy being to make the states the principal direct beneficiaries of the sale or exploitation of public lands, while at the same time these federal land grants to the states were conditioned on state fulfilment of certain requirements. Gradually, the land grant tended to become a cash grant based on the land's disposable value, and the cash grant tended to become an annual grant based on national policies.

All federal grant programmes are contingent upon states meeting certain standards of administration and service. The methods used include reports, inspection, advice, personnel standards, advance approval of plans, review, orders, and—in extreme cases—invoking the sanction of withdrawal of federal funds.

Federal grants are usually in cash but sometimes in goods or services. Unlike shared taxes, the amount of a grant-in-aid payment ordinarily is supposed to be related to the estimated needs in each state for, in practice, the grant is given for specified and restricted purposes, dependent on state financial participation and compliance with designated conditions.

Each federal grant programme is designed to stimulate some particular activity or to achieve certain levels of performance, under the following broader objectives:

(*a*) To make the federal system of government more effective by combining the advantages of state and local government administration with the superior revenue-raising ability of the federal Government.

(*b*) To assure in all states a national minimum level of performance of selected major services.

(*c*) To reduce, at least to some extent, geographic disparities in relative tax burdens for support of state services.

(*d*) To give the federal Government a direct method of influencing state fiscal policies in relation to the business cycle or other general economic consideration.

It may be doubted that these general purposes of the grants are achieved adequately. Many individual grants have been highly effective, but the grants are not sufficiently integrated to contribute their full potential. Nevertheless, the grants were the foremost forces bringing about federal-state collaboration.

The range of specific expenditures tabulated below shows how grant expenditures increased 220-fold from 1915 to 1947, with more than one-half of the total in 1947 being for aid to the aged, the blind, and dependent children.

[4] 81st Congress, Senate Document No. 81, *Federal-State Relations*, by the Council of State Governments. Report of the Commission on Organization of the Executive Branch of the Government.

TABLE 3. UNITED STATES NATIONAL EXPENDITURES FOR REGULAR GRANTS-IN-AID, BY PROGRAMME, 1915-46
(in thousands of dollars)

Programme	*1915*	*1920*	*1925*	*1929*	*1931*	*1933*	*1935*
TOTAL REGULAR	5,488	77,115	114,478	106,642	163,188	128,686	43,604
Highways	—	62,535	95,750	82,097	135,593	101,266	12,657
Agricultural experiment stations	1,438	1,440	1,440	3,840	4,340	4,359	4,384
Agricultural extension work	480	4,472	5,879	7,151	8,650	8,607	8,580
Agricultural and mechanical colleges	2,500	2,500	2,550	2,550	2,550	2,550	2,550
Forestry aids	70	95	399	1,393	1,779	1,817	1,547
Vocational education	—	2,477	5,615	6,879	7,879	7,726	9,997
Vocational rehabilitation	—	—	520	665	933	933	1,029
Public health	—	2,324	611	650	887	421	264
Maternal and child health	—	—	933	777	—	—	—
Crippled children	—	—	—	—	—	—	—
Child welfare	—	—	—	—	—	—	—
Old-age assistance	—	—	—	—	—	—	—
Aid to dependent children	—	—	—	—	—	—	—
Aid to the blind	—	—	—	—	—	—	—
Employment security	—	—	—	—	—	—	1,927
Annual contributions, public housing	—	—	—	—	—	—	—
School milk and lunch programme[a]	—	—	—	—	—	—	—
Minor grants[b]	[c]1,000	1,272	781	640	577	947	669

Programme	*1937*	*1939*	*1941*	*1943*	*1945*	*1946*	*1947*
TOTAL REGULAR	296,258	542,650	651,395	621,157	585,528	662,521	1,119,733
Highways	86,602	161,084	165,900	86,112	33,375	44,480	183,245
Agricultural experiment stations	5,611	6,538	6,861	6,922	6,972	7,195	7,190
Agricultural extension work	16,343	17,822	18,477	18,784	18,715	23,148	26,455
Agricultural and mechanical colleges	4,030	5,030	5,030	5,030	5,030	5,030	5,030
Forestry aids	1,737	1,883	2,081	3,787	6,058	7,078	8,454
Vocational education	9,695	19,533	20,068	20,911	19,811	20,153	20,493
Vocational rehabilitation	1,585	1,799	2,217	2,803	7,155	10,764	12,363
Public health	7,765	10,346	16,236	20,374	21,765	28,411	34,078
Maternal and child health	3,002	3,739	5,471	5,708	5,486	6,056	10,672
Crippled children	1,991	3,029	3,928	3,848	3,839	4,151	7,430
Child welfare	969	1,521	1,532	1,583	1,363	1,278	2,010
Old-age assistance	124,585	210,160	259,781	319,176	345,738	368,524	491,091
Aid to dependent children	14,789	31,467	62,991	67,927	53,891	60,127	108,429
Aid to the blind	4,560	5,272	7,073	8,520	10,355	10,482	14,312
Employment security	12,243	62,338	66,199	36,480	34,419	55,726	102,218
Annual contributions, public housing	—	—	4,764	9,883	8,722	7,136	5,667
School milk and lunch programme[a]	—	—	—	—	—	—	77,048
Minor grants[b]	751	1,089	2,786	3,309	2,834	2,782	3,548

[a] Emergency programme prior to 1947.
[b] Homes for disabled veterans, marine schools, wildlife restoration projects.
[c] Estimated.

Source: U. S. Treasury, annual reports, and combined statements of receipts, expenditures, and balances for various years; Bittermann, *State and Federal Grants-in-Aid*, pp. 132-135; *Tax Systems*, 8th edition (1940), p. 311; and unpublished data from U. S. Bureau of the Budget.

B. *Non-governmental*

The general practice has been to avoid subsidies between governmental and non-governmental organizations. Exceptions have included: (1) states where institutional care or service is purchased or otherwise subsidized; and (2) some research activities and special projects carried on through non-governmental organizations by governmental grant.

In most American communities, local and part of state and national needs are met through federated financing, usually conducted by a central local organization known as the Community Chest. In 1949 the approximately 1,000 community chests of the United States raised about $185 million mainly for local services.

National organizations, particularly in the health field, conduct independent campaigns; in 1949 eight of these received contributions totalling approximately $140 million.

The spread of federated financing has introduced systematic and reasonably uniform budgeting and accounting among voluntary agencies supported by community chests.

Contributions from corporations have particularly increased. In a sample of comparable figures from thirty-four community chests, for 1948 as against 1941, amounts contributed by corporations increased 122 per cent, while the total amount raised was just 69 per cent larger. In a sample of 122 chests, corporations in 1948 contributed 37.2 per cent of the total amounts raised. Income-tax deductions in respect of such payments from individual or corporate income are granted by the Government.

The increase in contributions and in individual or group payments for service during the years of constantly rising national income since 1939, has more than offset a decrease in income from endowment. Since the 1920's, diminishing interest rates have confronted philanthropic trusts with serious shrinkage of funds. Foundations have tended to limit both the scope and the duration of their grants and to withdraw from continued support of established programmes.

Efforts to deal with the problem of multiple appeals have included the offering of participation to any national agency which meets criteria required of local organizations, the establishment of appeals' review boards, elimination of unjustified appeals, the timing of campaigns, and the encouragement of co-operation with community fund-raising drives.

C. *Relationship between social welfare and the national economy*

In 1946, the Employment Act established as the responsibility of the federal Government the maintenance of maximum employment, production and purchasing power. The President was directed to send to the Congress reports on the national economy, and policy and legislative recommendations designed to achieve the purposes of the Act. A Council of Economic Advisers was created, charged with advising the President, collecting information and making studies. In addition, a joint committee of the two Houses of the Congress was formed to make a continuing study of matters relative to the economic reports; this body has appointed subcommittees, including one on low-income families and economic stability.

Such questions as the effect of social measures on the labour market, on purchasing power, and on productivity, come under the purview of

this statute. In his first report, the President said, "Proposals for maximum employment, production, and purchasing power, and proposals traditionally regarded as being in the general welfare area should be integrated because they are interrelated."

VI. Personnel

A. *Governmental*

1. Extent to which public welfare services are staffed by professionally trained social workers:

The expansion of public welfare services in the past fifteen years has taxed the resources of the country's schools of social work. Leave for study in graduate schools for promising staff, and training on the job, have been used to raise the qualifications of professional staff.

(*a*) Federal personnel:

(i) Current requirements include at least a year in a school of social work plus general and/or specialized experience. The Bureau of Public Assistance and the Social Service Unit of the Veterans Administration follow this general pattern. The Children's Bureau considers that two years' attendance at a graduate school of social work is necessary for all professional social work positions in its Division of Social Services, which is responsible for the child welfare programme;

(ii) The federally operated old-age and survivors insurance is not staffed by professionally trained social workers. Only about 5 per cent of its positions are classified as requiring specialized technical training and experience.

(*b*) State personnel:

(i) Public assistance:

The following data on the proportion of workers with at least one year of graduate social work education were obtained for twenty-eight states with 48 per cent of the federally-aided case-load in June 1943:

Class of position	*Per cent*
Total	4.7
State supervisory and administrative:	
Field staff (travelling regional representatives)	35.9
Executives, consultants, analysts, etc.	37.8
Local supervisory and administrative:	
Supervisors of home visitors	14.5
Executives	6.0
Home visitors and caseworkers:	
Home visiting	1.8
Home visiting with supervisory or administrative responsibility	7.1

Changes since 1943 have probably increased the proportion of workers with professional training.

(ii) Child welfare:

Qualifications for entrance to the child welfare programme require at least college graduation. Classes above the entrance class usually require some graduate social work, a minimum of one year for persons in supervisory or consultative positions, and two years for supervisory and administrative positions.

(iii) Vocational rehabilitation:

A high proportion of the professional employees of state agencies are college graduates and many have additional academic training, with the greatest single group having a common educational background in the teaching field.

(iv) Social insurance:

Unemployment insurance agencies are staffed by professionally trained attorneys, economists, statisticians, accountants, auditors, personnel technicians, and also by technically trained personnel in the fields of budgetary administration, administrative procedures and management and labour and industrial relations.

2. Methods used in the training, recruitment, tenure, advancement and remuneration of officials administering social welfare services, including social assistance:

(*a*) General basis and methodology in staffing public social services:

Selection and maintenance of staff for unemployment insurance, old-age and survivors insurance, categorical public assistance, child welfare services, and the services for veterans which are under the Veterans Administration, may be said to fall under the "merit system". The states and the federal Government maintain separate merit systems but essentially giving effect to the same general principles. There are also a few independent merit systems at the county and municipal level. There is almost no hierarchical dependence of one merit system upon another. The basic federal social security legislation was amended in 1939 to require that the staffing of the grants-in-aid programmes at state and local levels be accomplished under state merit systems.

There are still a number of states for which the merit system serves the social welfare programmes alone. Lack of political or public support, inadequate understanding, and other factors in poor administration may weaken the system at one point or other. Improvements are being made through interjurisdictional co-operation based upon federal standards and technical assistance.

The basic principles underlying the establishment of merit systems are: (i) open competition for selection of public employees; (ii) selection of the best qualified; (iii) equal pay for equal work; (iv) a career service

conditioned upon meritorious performance, and (v) the right of appeal from any personnel action.

The operation of the merit system is normally vested in an executive agency separate from the "programme agency", but co-operating with it. Responsibility for recruitment is shared jointly by the programme-operating and merit-system agencies. The decision to appoint a particular individual from among those found acceptable is made by the programme agency. Responsibility for staff development belongs primarily to the programme-operating agency.

(*b*) Variations in practice:

Although there is general acceptance throughout the United States of these principles, uniformity neither exists nor is emphasized, and application varies in effectiveness, e.g., under the programme of vocational rehabilitation, the use of merit systems is not required. However, approximately 57 per cent of the agencies for the blind and 38 per cent of the state divisions of Vocational Rehabilitation use the state merit systems. This is due in part to the fact that twenty of the rehabilitation programmes of the commissions and agencies for the blind come under state welfare departments which also administer programmes under the Federal Social Security Act that requires recruitment and selection of personnel to be made through a merit system.

(*c*) Specific methods in staffing public social welfare agencies:

(i) Pre-service training:

In training individuals for social welfare positions, it is generally assumed that they should be given a grasp of the basic principles and skills of social work and the methods of applying them along with a knowledge of public social policy, social research, and medical, psychiatric and related subject matter. Study of casework, groupwork and community organization is considered to be essential. Most schools of social work require of students, prior to entry, basic courses in the social sciences;

(ii) Staff development:

The primary techniques for strengthening and developing public social welfare staff are:

a. In-service training in the form of courses, institutes, formalized orientation programmes, or improved supervision;
b. Educational leave for specialized education for a fixed period through a modest stipend to certain carefully selected staff members;
c. Concentration of the most highly skilled staff in certain key positions;
d. Occasional exchange of staff from an agency at one governmental level to another level in order to facilitate an integration of planning and thinking, improve relationships between various levels of government, and increase the efficiency of administration.

(iii) Recruitment:

Efforts are made to attract qualified individuals into the service at the beginning level as well as in the higher directing positions. Related experience in voluntary agencies or in private industry would be considered valuable in entering the public welfare field.

Registers composed of successful candidates are established from which certification is made to the programme agency, which is the appointing authority. In most jurisdictions, the names of the three candidates with the highest scores are on a certificate for each vacant position. Local organizations may also request that successful candidates residing in their communities be certified ahead of non-residents. There is usually a satisfactory practice or probationary period in the position, ranging from three months to a year, before the individual receives a permanent appointment.

(iv) Tenure:

Tenure is afforded permanent staff members under the merit system provided their performance is satisfactory, and they may not be dismissed except for cause. In welfare agencies of many states, employees are protected by the merit system to a greater degree than other public employees.

Positions at the highest directing level in each state and in the federal Government are normally filled through direct appointment by the chief executive and are exempt from the requirements of a merit system.

(v) Remuneration:

A guiding principle in all public pay plans in the United States of America is the concept of equal pay for equal work. Differentials are not based on number of dependants or sex. However, pay rates are affected by traditional rates of pay in private organizations, dependent, in large part, upon the prestige of the profession. Because of wide geographical areas, divergent types of economy and costs of living, and a heterogeneous population, no single wage formula has yet been found wholly satisfactory and equitable. Custom and financial capacity also affect pay rates, so that rates tend to be generally higher at federal than at state levels.

Each pay range contains a minimum or entering rate, a maximum, and intervening steps. The intervening increments reflect the increased value which comes with increased service. In the federal service and in some states, the entire pay plan is fixed by legislative action.

(vi) Advancement:

Promotion from lower-level to higher-level positions and from one series of positions to another is frequently possible, depending upon the transferability of the skills of the individual.

(vii) Appeals:

The right of the candidate or employee to appeal decisions affecting his status is recognized in varying degrees and exercised first through normal administrative channels and, under certain conditions, before the courts.

B. *Non-governmental*

In the area of social casework a philosophy, experience and methodology have developed in respect to professional supervision of social work practitioners. There is a growing emphasis upon standards of performance and evaluation of performance in the light of such standards.

An important development has been the establishment of a nation-wide retirement plan for employees of social welfare agencies.

Attention is called to the set of personnel practices recently formulated by the American Association of Social Workers.

C. *Use of unpaid part-time social welfare workers in the administration of social welfare services, and provision for their recruitment, training and supervision*

Generally speaking, both public and private social welfare programmes in the United States are administered by paid full-time staff members. Volunteers are used in varying degrees under the direction of paid staff by both public and private agencies. Most frequently, councils of social agencies in urban areas are responsible for recruiting, training and placing volunteer workers. The American National Red Cross has always depended, especially in rural areas, on the services of volunteers.

The National Association of Junior Leagues of America, a nation-wide organization of young women, requires a minimum amount of volunteer work after taking training courses especially arranged for its members.

Other groups recruit and train volunteers to engage in social welfare activity. Some men's and women's clubs, such as the Shrine, Rotary, Lions, or Altrusa, sponsor, support, and participate in special projects for special groups as for example, the care of crippled children or of blind persons.

With few exceptions, members of boards of voluntary and public agencies are unpaid. Many individuals, usually acting as members of organized groups, initiate or support legislation and back appropriations for public welfare programmes. Money raising for voluntary service is almost always done by volunteers. Thousands of volunteers, frequently members of parent-teacher associations, operate school lunch programmes in local communities.

Usually the agency in which the volunteer is working is responsible for his training and supervision. This is sometimes supplemented by special courses offered by schools of social work, as well as "institutes" and special discussion groups for volunteers and board members.

IV. AMERICA, SOUTH

Bolivia[1]

I. Field Administration

A. *Through agencies of the central Government*

1. National Office for Dependent Children and Child Welfare (*Dirección Nacional de Menores y de Protección a la Infancia*).

The State, as protector of motherhood and childhood, has created this official body, which engages in the following activities:

(*a*) Child custody and guardianship (545 cases, January-April 1950):

(i) Institutions for wards, in the larger population-centres: The Office operates several institutions for children and young persons, besides placing some of its wards in non-governmental institutions;

(ii) Institutions for re-education of delinquent boys: the Office operates an institution which has recently been reformed with introduction of some occupational training, besides placing some delinquents in non-governmentally-operated institutions.

(*b*) Child placement:

(i) Placement for domestic work in private homes under special contract providing for bed and board and a wage to the child (100-1,000 bolivianos per month, of which part may go for clothing, and part may be deposited in a savings or mortgage bank).

(ii) Placement for free care in foster families, often with a view to adoption.

(*c*) Legal aid for illegitimate children:

Especially in obtaining recognition, legitimation by adoption, enforcement of maintenance obligations, etc.

(*d*) Help for working mothers:

Support for some non-governmentally-operated agencies (e.g., day nursery, and home for children from birth to seven years of age).

2. Blind and Deaf Mute Welfare Office (*Patronato de Ciegos*):

In continuation of the work begun by a non-governmental organization, the State is active in a number of ways, including:

[1] Primarily child welfare organization.

(*a*) Prevention of blindness (e.g., vaccination against smallpox).

(*b*) Training of blind children (two schools at La Paz; one outside).

(*c*) Rehabilitation centre for blind adults.

(*d*) Centre for advice and assistance.

3. Bolivian Institute for Social Security:

Established under a law of 1946, this administrative organization is preparing to put this law gradually into operation:

(*a*) Health insurance:

(i) Hospitals and other facilities are being extended with a view to the introduction of medical and maternity insurance in the various counties as facilities become available.

(ii) A Workmen's Compensation and Savings Fund dates from before the new law.

(*b*) Old age and invalidity insurance:

A number of pension funds for special categories of employed persons date from before the new law.

4. Fundamental education:

Schools provided by the State include fifty "school nuclei" (*núcleos escolares de educación rural*) which help 900 of the rural schools in fundamental education for community and family welfare, especially among the Indian population.

B. *Through local government*

Some municipalities and counties, on their own initiative, have engaged directly in social welfare activities (e.g., child welfare board, day nursery), besides subsidizing non-governmental organizations.

C. *Through non-governmental organizations*

Agencies co-operating with the Government in the social field include:

1. Red Cross:

This provides maternity clinics and relief in cash and in kind, and operates a preventorium for children of tuberculotics and a hostel for syphilitic girls.

2. School of Social Work and Popular Education.

3. Ecclesiastical organizations:

(*a*) Religious orders, operating boarding institutions for about 1,000 children, many of whom were placed with them by the State *Dirección de Menores.*

(*b*) Salvation Army, operating a reformatory for the State *Dirección de Menores.*

4. Child Defence League (*Liga de Defensa de Menores*):

This assists the State *Dirección de Menores* with financing and supervision.

II. Administrative Specialization at the Centre

A. *Ministry of Labour and Social Welfare*

The *Dirección General de Previsión Social* of the *Ministerio de Trabajo y Previsión Social* covers most of the State agencies mentioned above.

B. *Ministry of Hygiene and Health*

UNICEF aid is administered through this Ministry.

C. *Ministry of Education*

Fundamental education and special measures on behalf of the Indian population come under this Ministry.

III. Finance

In addition to contributions from general revenues of the State and the municipalities, and voluntary gifts and bequests, important sources of aid have included:

A. *Assigned revenues*

1. Dedicated taxes:

Many social welfare services are financed out of earmarked taxes.

2. Lottery:

Proceeds are distributed, according to a fixed proportion, between the Red Cross, the Ministry of Labour and Welfare (which in turn distributes them among various social welfare agencies), and the Ministry of Hygiene and Health.

B. *Beneficiaries' contributions*

1. Social insurance contributions:

(*a*) For the old separate funds:

(i) Workers as well as employers contribute to the Workmen's Compensation and Savings Fund;

(ii) Contributions to the pension funds do not suffice to meet the benefits.

(*b*) For the new unified system:

Tripartite contributions are planned. The State contribution has been paid from 1949.

2. Work of young persons in institutions:

There is some occupational activity, and some piece-work; but these institutions are mainly non-agricultural and are not self-sustaining.

C. *International aid*

1. Inter-American aid:

A co-operative Bolivian-United States programme has helped with vocational education, public health, and farm improvement.

2. United Nations aid:

UNICEF is assisting (*a*) a supplementary feeding programme for 20,000 children and mothers; and (*b*) equipment of the first children's hospital, now being built, so that it may serve as a training centre for medical and auxiliary personnel.

IV. Administrative Problems

Current problems of child welfare organization, on some of which advice has been tendered by United Nations experts, include:

1. Provision of better facilities (including improved children's institutions as well as health and education facilities) to implement the State's responsibilities towards motherhood and childhood.

2. Development of qualified personnel.

3. Improved civil registration of births.

4. Development of local welfare organs (one aspect that has been considered is the possible establishment of juvenile courts with social work staffs).

5. Co-ordination and systematization of present controls.

Colombia[2]

I. Administrative Specialization

A. *Central organ for child welfare*

Since 1930 there has been a central administrative unit concerned with child welfare and related activities. This has been known since 1947 as the Maternal, Child, School and Dental Division, and is one of the technical divisions of the Ministry of Health. Its duties are:

(*a*) To study all problems relating to mother and child, the organization of the family, the welfare of neglected children, and education in motherhood, the bringing-up of children and child welfare.

(*b*) To take measures for the prevention of all infectious diseases in infancy and the pre-school age.

[2] Child welfare organization only.

(*c*) To regulate and supervise all official and unofficial institutions, public and private schools and colleges, maternity wards, hospital services for children, child health centres, day nurseries, milk stations, maternity homes, children's institutions, asylums, kindergartens, school lunch rooms, lunch rooms for mothers, camps, schools and workshops, tuberculosis and leprosy preventoria, and all other institutions founded whether by private persons or by public bodies in the territory of the Republic for purposes of maternal and child hygiene.

(*d*) To establish co-ordination between all the institutions engaged in maternal and child welfare work and to maintain liaison with international bodies dealing with the problem of mother and child.

(*e*) To study the situation of the Indian mother and child, and to supervise and visit institutions which receive State aid with a view to incorporating the Indian population groups in the general body of the population of Colombia.

(*f*) To undertake all other duties related to this branch of public health.

B. *The role of the courts in child welfare*

1. Public assistance:

Girls or boys under the age of eighteen years should receive public assistance in the following cases:

(*a*) If they are not subject to parental power, placed in a foster home or in the care of their legitimate father or mother, or if they or other persons cannot provide for their livelihood and education.

(*b*) In circumstances as described in article 315 of the Civil Code, even if their judicial emancipation in respect of their parents has not been ordered.[3]

(*c*) In the case of vagrants and beggars whose parents are unable to maintain or educate them.

(*d*) When the judge of the children's court deems it advisable to commit to the care of the public assistance authorities a boy or girl whose parents are unable, for any reason, physical or moral, to look after and educate their children.

(*e*) When children covered by any of the cases enumerated above are not in the care of a private social welfare establishment specially engaged in child welfare.

The judge should decide, *ex officio,* or at the request of the parties, whether a child is covered by any of the cases enumerated. In the cases

[3] Article 315 of the Civil Code. Judicial emancipation should be ordered by the court: (i) if the father habitually maltreats the child in a manner likely to endanger the life of or to cause grave injury to the child; (ii) if the child is abandoned by the father; (iii) if the father is so depraved as to be incapable of exercising parental power.

to which sub-paragraphs (*b*), (*c*) and (*d*) refer, parental power should be suspended for such time as the judge may indicate.

2. Domestic service (including work in foster families):

Under a law of 1945, minors over fourteen and under eighteen years of age may enter into employment contracts and perform the work mentioned, subject to the authorization of the judge or sectional labour magistrate of the locality in which they intend to take up employment, provided that the contract is not in respect of service in establishments or trades likely to be detrimental to the morality or health of the minor.

II. Non-Governmental Organizations

A. *General regulations for children's institutions*

Regulations concerning child welfare institutions and agencies were approved by the Ministry in 1946. They include the following rules concerning organizational arrangements:

(*a*) Any institution which engages in child welfare and assistance activities, whether of a physical, intellectual or moral nature, must conform to the following general rules and satisfy the requirements set forth below:

(i) It must have a governing body on which the national Government is represented by a member entitled to speak and vote at the meeings;

(ii) Its articles of association and regulations must be approved by the Division in the Ministry of Health;

(iii) It must have a responsible director;

(iv) It must have an administrator or trustee (*síndico*) to act as its legal representative, and its activities must conform to the law in force;

(v) It must be a body corporate.

(*b*) Every institution which engages in child welfare and assistance activities must have a social work service.

(*c*) It is unlawful to place normal children together with children who suffer from a physical or mental abnormality or who are abnormal in character or behaviour. The institutions may establish separate sections for abnormal children subject to prior authorization by the Division.

(*d*) The institutions should apply the instructions for feeding and the methods of education in nutrition issued by the Nutrition Section of the Ministry of Health.

(*e*) Children in the care of institutions should receive education, of primary school and further elementary standard, appropriate to their age and conforming to the official syllabuses, in addition to artistic, industrial or agricultural training, in conformity with the regulations laid down by the Minister of Education. Physical education, sport and recreation should

likewise conform to the regulations issued by the Ministry of National Education and the Ministry of Health.

(*f*) Reports:

A register of children admitted and discharged should be kept and should be examined free of charge by the local administrative authority.

The institutions should submit statistics of their work and results, or such other statistics as may be required, in accordance with the regulations and in the form prescribed by the Ministry of Health.

The administrator or legal representative of the institution is required to submit to the Division in the Ministry of Health the estimates of income and expenditure for the Department's examination and approval.

The departmental health authorities and, in their absence, the mayor of the municipality, should transmit to the Division all information and particulars required for the proper execution of the present resolution.

Institutions should submit to the Division an annual report concerning the operation of the institution, difficulties encountered and proposals for improvement, together with a list of children in the institution and a review of each child, in the following form: case number, name, age, classification of grounds for admission, ability, vocational guidance received by child, relations with family or person authorized to act *in loco parentis,* relevant decisions.

(*g*) Conditions for admission:

In admitting children, their race, status as illegitimate or natural children, and the political or religious beliefs of the child's family, should be disregarded.

Any institution which refuses to admit a child because the child does not satisfy its requirements for admission is required to direct the child to the appropriate institution.

(*h*) Placement in foster families:

(i) Paid foster care:

The institution should pay the foster family, in respect of each child, an amount which must not be less than the estimated cost of maintaining the child.

This sum may be paid wholly by the institution or partly by a contribution from the child's family.

The institution must have a social work service to select and investigate the circumstances of foster families and ascertain the needs of the children. If there is no social service, the Director of the institution should perform this duty.

The inspection of foster homes should be the responsibility of the social welfare visitor or of the Director of the institution.

(ii) Placement for service:

In the case of children working in foster families, the institution must enter into an agreement with the family regarding terms of payment, supervise the use the child makes of his wages in order to encourage thrift, endeavour to ensure that the family affords the child an opportunity of acquiring a skilled trade in order to complete his education, and comply with the laws and regulations regulating the employment of minors.

B. *Financing of children's institutions*

1. State grants:

The foundation of children's homes (*Casas del niño*) was declared by a law of 1938 to be in the public interest, and the Government was thereby authorized to prescribe the conditions governing eligibility for State grants and to open the necessary credits when no provision was made for them in the national budget.

2. Beneficiaries' contributions:

Under the regulations approved by the Ministry in 1946:

(*a*) The institutions are authorized in particular cases to charge a single or periodical fee in respect of child welfare services; the amount should depend on the financial capacity of the person assisted, which should be assessed by the social worker, in accordance with the regulations established by the institution and approved by the Ministry of Labour, Health and Social Welfare.

(*b*) When children perform work for which payment should be received, not less than 20 per cent of the net proceeds should be deposited in the official savings bank and may not be withdrawn except by the child concerned.

Ecuador

I. Field Administration

A. *Direct administration by the central Government*

1. Welfare of socially handicapped children:[4]

(*a*) Minors' judicial service (both civil and criminal, including questions of care and custody; family placement may take form of placement in service):

(i) National minors' court (part-time bench of three judges); and

(ii) Provincial minors' tribunals.

[4] The United Nations has furnished advisers in this field.

(*b*) Child welfare establishments.

(i) Long-term residential institutions for necessitous, deserted and delinquent children:

a. Children's homes (two for children 6 to 12 years of age);

b. Industrial schools (one for re-education of boys, one for girls: intake determined by juvenile court).

(ii) Short-term residential institutions: preventoria (two in the Sierra for physically debilitated children from the Littoral).

(iii) Day care institutions:

a. Day nurseries (in ten localities for 510 children whose ages range from birth to three years);

b. Nursery schools (two by the Government, at Quito).

(*c*) Children's polyclinic for personality studies in the above courts and institutions and in reformatories and observation centres in Quito and Guayaquil.

(*d*) Social work office for intake at Quito, and for initial home visits; and for liaison with the National School of Social Work.

2. Social medicine:

The public health service includes free pre- and post-natal, pre-school, and school medical attention of a preventive character, and socio-sanitary missions.

3. School social services:

One meal a day for necessitous children selected by the school teachers (State appropriation, approximately one million sucres, school year 1948-1949).

Scholarships at all levels (State appropriation, approximately 804,000 sucres, school year 1948-1949).

B. *Indirect State administration*

1. "Public assistance":

Health and welfare activities in emergencies and on behalf of necessitous persons, by four regional autonomous but State-appointed central public assistance boards, acting through fourteen provincial public assistance boards. (Total budgeted outlay by provincial boards approximately 33,750,000 sucres for 1949: nearly half from State grants and State monopolies; over half from endowment):

(*a*) Free medical and hospital care.

(*b*) Residential accommodation and care for necessitous old, young, and infirm persons.

(*c*) Experiments in keeping children or old people out of residential institutions:

(i) Domiciliary assistance, to a very small extent, in some centres only;

(ii) A nursery school on behalf of working mothers, at Quito.

2. Social insurance:

There are two autonomous social insurance funds, a "pension fund" for persons employed in government, banking and insurance, and an "insurance fund" for salaried workers and wage-earners in industry and commerce.

These funds:

(*a*) Provide for insured persons:

(i) Medical benefits (e.g., central dispensary, Quito);

(ii) Cash benefits (e.g., one month's sick pay per year); but not

(iii) Preventive health and welfare action.

(*b*) Invest reserve funds in:

(i) Housing projects;

(ii) Personal or house-buying loans;

(iii) Loans to banks and Government for public works;

(*c*) Explore the possibility of extending coverage to the rural population by means of family budget surveys, demonstration projects in rural social work, public health visiting, and home management.

C. *Municipal administration*

On a small scale and varying with their available financial resources, municipalities provide some services for children, including especially:

(*a*) Free schools (primary and vocational).

(*b*) School meals (breakfast).

(*c*) Scholarships.

(*d*) Medical care.

(*e*) Open-air libraries.

(*f*) Children's parks.

D. *Non-governmental administration*

1. Activities of local voluntary agencies and local chapters of the Red Cross, aided by the State, include:

(*a*) Guayaquil Benevolence Board, providing aid in emergencies and to necessitous persons, and managing residential institutions and hospitals,

similarly to the central public assistance boards in other places. (For State aid, see V below).

(*b*) Schools of industry (three).

(*c*) Workshop for mothers (one).

(*d*) Children's health centres (six).

(*e*) Children's club (one).

(*f*) Child care institutions (two).

(*g*) Old people's institutions (two).

(*h*) Institution for the old, blind and deaf-mutes (Quito Committee of Ladies of the Red Cross—State appropriation 250,000 sucres).

(*i*) Roman Catholic school of social work ("Mariana de Jesús", Quito).

2. Activities of nation-wide organizations:

(*a*) The Ecuadorean League against Tuberculosis (autonomous budget for 1949: 25,500,000 sucres).

(*b*) The Ecuadorean Red Cross Society:

(i) Emergency relief in earthquakes and other disasters, including distribution of relief supplies sent from other countries;

(ii) Demonstration projects, including: guest room for lost children, at Quito (in liaison with public assistance); day nursery and nursery school; dispensaries, especially for children, and rural health education.

II. Relations between the Centre and the Field

A. *Extent to which developed*

The central Government lays down general standards for the conduct of its own services and institutions.

B. *Limits to development*

The power of inspection and direction vested in the Ministry of Social Welfare by the Children's Code is not at present exercised, owing largely to lack of suitably qualified personnel.

III. Administrative Specialization at the Centre

A. *Ministry of Social Welfare*

The work and organization of the Ministry are described in the Minister's annual *Informe a la nación* and attached documents.

1. General health and welfare activities:

(*a*) Liaison with "public assistance" agencies (Public Charities Law 1926): institutions, hospitals, dispensaries:

(i) Central public assistance boards in four regions; and

(ii) Voluntary Municipal Benevolence Board in Guayaquil.

(*b*) Public health (accounting for half the total expenditures of the Ministry):

(i) Sanitation: environmental hygiene; and

(ii) Preventive medicine; maternal and child health.

(*c*) Fire protection (fire companies).

(*d*) Socio-juridical questions:

(i) Approval of trade unions; work councils; associations;

(ii) Regulation of co-operative and communal undertakings;

(iii) Liaison with National Provident Institution for social insurance:

a. Insurance Fund (industry, commerce);

b. Pension Fund (government, banking, insurance, administration of military pensions); and

(iv) Indian affairs (inter-agency advisory committees for the Sierra and for the Littoral).

2. Child welfare activities (Children's Code 1947: see above I, A. 1.):

(*a*) National Council of Minors (see below, IV. A. 1.).

(*b*) Directorate of child welfare establishments.

(*c*) Minors' judicial service.

(*d*) Children's polyclinic.

(*e*) Social work office.

3. Labour activities:

(i) Settlement of disputes;

(ii) Minimum wage regulation;

(iii) Evening classes; and

(iv) Vacation travel.

B. *Other organs of Government active in the social field*

1. Ministry of Education: school meals; scholarships; rural normal schools; libraries.

2. Ministry of the Interior:

(*a*) Police and penal administration.

(*b*) Grant aid to missionary orders.

3. The judiciary.

4. The Controller General's Office.

IV. Administrative Co-ordination

A. *Central co-ordination*

1. The National Council of Minors, established by presidential decree in 1947, co-ordinates all those child welfare activities that are directly administered by the central Government.

2. There is no similar co-ordination with services rendered indirectly by the Government through autonomous authorities.

B. *Local co-ordination*

There is no machinery for co-ordinating the various social welfare activities available in a local community.

V. Finance

A. *General Budget Fund*

In accordance with the itemized annual budget appropriations decreed by Congress:

1. Directly administered Government services:

These are wholly financed from ordinary revenues paid into the general fund (approximately 6 million sucres for welfare and 20 million sucres for health, fiscal year 1949).

2. Subsidies from the general fund are given to:

(*a*) Autonomous semi-governmental bodies, such as:

(i) Central public assistance boards (Ministry appropriation 11 million sucres);

(ii) Pension Fund (Ministry appropriation 7 million sucres).

(*b*) Non-governmental organizations, such as:

(i) Guayaquil Benevolence Board (Ministry appropriation 1,500,000 sucres);

(ii) Local philanthropic organizations (appropriation 600,000 sucres);

(iii) Workers' organizations (appropriation 140,000 sucres).

B. *Special accounts*

Receipts from certain sources of revenue are assigned to autonomous authorities and non-governmental organizations, to which they are paid direct, without annual appropriation by Congress, but subject to annual budgetary reporting to the National Economic Council.

1. Income from landed and other endowment:

This is the principal source of income of the central public assistance Boards and their provincial delegations. (The Central Board for the Quito

region claims to be the largest landowner in the country, and as such is interested in the welfare of its workers as well as in increasing the productivity of its land. It is also a shareholder in the Ecuadorean Pharmaceutical Industrial Laboratories Corporation, from which it buys drugs for free distribution.)

2. Income from gifts, etc.: for the League against Tuberculosis.

3. Income from lotteries: for the Guayaquil Benevolence Board.

4. Compulsory contributions: 7 per cent of payroll, for social insurance funds.

5. A share of the income from State monopolies: average about 4 million sucres per year to the public assistance boards.

6. "Decentralized taxes", including:

(*a*) For the Insurance Fund: taxes on income, inheritance, etc. (6 million sucres).

(*b*) For the Guayaquil Benevolence Board; taxes on import, rice export, inheritance, etc. (1,250,000 sucres).

(*c*) For the Guayaquil Child Care Society: import taxes (400,000 sucres).

(*d*) For the League against Tuberculosis: taxes on mineral water.

C. *Privileges and immunities*

1. Freight for the public assistance and health services:

This is carried free of charge on the State railways.

2. Immunity from property tax:

This is granted for workers' housing, schools, etc., in connexion with land settlement or industrial development.

D. *Cost sharing*

Municipalities and cantonal councils are permitted to contribute to the expenses of provincial public assistance boards. This permits some extension of their action, including some subsidization of rural medical practice.

VI. Personnel

A. *Extent of use of professional social workers*

Most of the persons engaged in social welfare activities are not trained social workers. Since the establishment of the National School of Social Work, trained social workers have been employed by:

1. The Ministry's child welfare social work office:

To advise on admissions to its residential institutions and day care centres for children, to advise juvenile courts, and to help resolve family problems connected with the application of child labour laws.

2. The Public Assistance Boards:

To advise on admissions to their residential institutions, and, where possible, devise alternative methods of solving family problems; and

3. The Ecuadorean League against Tuberculosis:

In its sanatorium and out-patient department.

B. *Personnel practices*

1. Contractual employment: each agency contracts individually with each of its own secular employees, contracts being subject to cancellation at any time.

2. Religious orders: central public assistance boards arrange with orders of nuns for them to work in the boards' institutions and hospitals.

3. Compulsory insurance: social welfare employees are subject to compulsory insurance in one or other of the social security funds, according to whether they are employed by the Government or by a non-governmental organization.

4. Training:

(*a*) Scholarships to the National School of Social Work are given by the Ministry of Social Welfare, the League against Tuberculosis and the social security funds, in return for a contractual obligation to work for the grantor of this aid.

(*b*) A special training course has recently been instituted for the teaching staff of the child welfare establishments.

VII. Non-Governmental Organizations

A. *Kinds and activities*

1. All of the State-aided voluntary welfare activity is the work either of local agencies or of local chapters of the national Red Cross Society.

2. The only nation-wide State-aided agencies are the Ecuadorean Red Cross Society and the League against Tuberculosis; there are no similar nation-wide agencies for a comprehensive approach to maternal and child health, family welfare, youth guidance, or rural welfare.

3. Nearly all the agencies aided are philanthropic. There is comparatively little organized mutual aid by government-recognized workers' organizations.

4. Not all religious agencies are State-aided; and those that are aided are not all of one denomination.

5. Government subsidies are granted to agencies engaged in preventive remedial work, but not to dole charities.

B. *Supervision*

1. Departmental subsidies are conditional on half-yearly reporting of activities and finance, and fulfilment of the purposes expressed in their charters.

2. Government officials serve on the board of the League against Tuberculosis.

V. ASIA

Burma

I. Field Administration

A. *Decentralized responsibility*

1. Non-governmental action:

(*a*) Unorganized:

Through their family organization, the people of Burma help one another, so far as they are able. If a family takes in a child, the extent to which it adopts the child is announced to the local Buddhist monastery when the child reaches puberty; the law courts give legal effect to this declaration.

(*b*) Organized:

In urban centres and in recent times, local voluntary agencies have been established to supplement the traditional forms of familial aid. These include:

(i) Maternal and infant welfare societies (of which there were forty in 1948) to run infant welfare centres from which home-visiting radiates and from which milk and other necessities are distributed;

(ii) Vigilance societies to retrain prostitutes;

(iii) Leprosy associations to provide and operate local leper colonies; and

(iv) Missions to the blind and dumb to operate three special schools.

2. Local governmental action:

Elective local bodies such as municipal and town committees and district councils rely largely on local voluntary agencies.

B. *Direct central administration*

At Rangoon, the Director of Women and Children Welfare Services of the central Government of the Union of Burma has undertaken direct operation of a day nursery and other services. The central Government also operates correctional establishments for both juveniles and adults.

II. Relations between Centre and Field

Local child welfare work has been promoted and supervised by the central Public Health Department through its local medical officers of health.

With the creation of the Directorate of Women and Children Welfare Services, it is the intention of the Government to take over welfare work hitherto carried out by voluntary agencies.

III. Administrative Specialization at the Centre

A. *Special organ for welfare of women and children*

A Directorate of Women and Children Welfare Services has been established by the central Government to implement the Constitution of the Union of Burma by administering and incurring expenditure on behalf of: maternity and infant welfare centres, school children's health; training of nurses, midwives, lady health visitors; establishment of children's homes and day nurseries; reformation of juvenile delinquents (other than inmates of prisons and borstal); vigilance societies for retraining prostitutes; health of juvenile workers in industry; physical culture for women and children not in schools and colleges; care of orphans; waifs and strays; boys' homes; home for aged and infirm; and blind, deaf and dumb schools.

B. *Other organs active in the social field*

The Education and Home Affairs Ministries, conjointly, operate one borstal establishment for correctional education of delinquent boys.

IV. Administrative Co-ordination

1. Local:

Medical officers of health provide some co-ordination between various agencies.

2. Central:

The Director of Women and Children Welfare Services and the Director of Medical and Health Services come under the same Ministry (Health) and work in close collaboration.

V. Finance

The central Government gives grants and services in aid of local health and welfare activities. Some grants are in aid of specific activities, such as employment of health visitors by maternal and infant welfare centres and care of lepers in lepers' homes. Grants are conditional on submission of reports and returns, and inspection by medical officers of health.

VI. Personnel

Qualified midwives are given hospital training for child health and welfare work in general, for appointment as lady health visitors in infant welfare centres run by maternity and infant welfare societies. Unpaid service is rendered by elected officers of local bodies and voluntary agencies.

VII. Non-Governmental Organizations

Voluntary agencies devoted to health and welfare have hitherto played a major part in social administration. They are accorded tax exemption. Voluntary subscriptions are supplemented with grants from the central Government, municipal committees and district councils. Government grants are conditional on compliance with the Registration of Societies Act 1860, supervision by district medical officers of health, the submission of such returns as may be required by the Public Health Department, and compliance with specific requirements such as employment of a certain number of qualified health visitors and midwives. Local agencies also receive grants from central associations such as the Burma Red Cross Society, the Burma Tuberculosis and Leprosy Relief Association, and the British Empire Leprosy Relief Association Burma Council.

VIII. Administrative Problems

Finance and dearth of qualified technical officers are the principal difficulties in the organization and administration of child and youth welfare services, e.g., owing to lack of probation officers, probation means suspension of sentence, without supervision.

China[1]

I. Field Administration

A. *Decentralized responsibility*

This has been the normal method of meeting extensive regularly recurring needs.

1. Social action:

Aid to the aged, the young, the bereaved, the childless, and the handicapped, is a traditional social obligation or moral duty, exercised voluntarily by families and groups of various kinds, including benevolent foundations and associations.

2. Governmental action:

In recent times the central Government has established a statutory and administrative framework for the participation of provincial and local government units in these continuing activities, and for a measure of co-ordination under official leadership. It has been provided that each province, metropolitan municipality, and county (*hsien*) have a department, bureau or division (respectively) of social affairs (or, at least, of civil affairs) which shall be represented on two mixed civic bodies composed for the most part of representative local citizens and officers of voluntary agencies:

[1] 1949.

(*a*) Social Relief Association for making annual plans and reports on community welfare action.

(*b*) Winter Relief Committee, presided over by the county magistrate (*hsien-tsang, préfet*) or the head of the social affairs office, for conducting regularly recurring operations.

B. *Central responsibility*

1. For meeting extensive emergency needs:

Continuing local activities have traditionally been supplemented from time to time by the provincial and national governments when the localities have seemed unable to meet emergency needs.

2. For intensive and continuing operations:

The Ministry of Social Affairs has since 1945 been responsible for direct and continuing operation of some children's residential institutions, the administration of which it is desirous of decentralizing.

II. Relations between Centre and Field

Local government units have to submit annual reports and work programmes to the central Government for its consideration and approval. Local government units may be directed by the central Government to perform tasks regarded as necessary. Services not expressly provided for by law may be initiated by local government units only if approval is obtained from the central Government. The Ministry of Social Affairs has an inspectorate for purposes of fiscal and administrative audit. There has hitherto been no continuing central supervision of social welfare operations at lower levels; but the need is recognized for closer technical co-operation between the central Ministry and the local communities; and steps were taken to set up a technical field inspection service in March 1948, to advise on the voluntary as well as the governmental welfare activities of local communities. The Ministry has regarded its own direct operations as experimental, while those entrusted to local communities are meant to be extensive, the former emphasizing improvement in quality, while the latter would aim at quantitative development.

III. Administrative Specialization at the Centre

A. *Permanent Ministries*

1. The Ministry of Social Affairs (subsequently combined with the Ministry of the Interior) has had bureaux for:

(*a*) Labour mobilization.

(*b*) Factory and mine inspection.

(*c*) Planning for workers' insurance.

(*d*) Co-operatives.

(*e*) People's organization and training.

(*f*) Social welfare, which has had divisions for:

(i) Workers' and farmers' welfare, concerned with housing, recreation and nurseries;

(ii) Employment service, covering problems of labour migration;

(iii) Relief, for services to the aged, the handicapped, war victims, and refugees; and

(iv) Child welfare, for operation of child welfare centres and children's residential institutions.

2. The Ministry of Education has also been concerned with nurseries and the handicapped, without delimitation of responsibility between it and the Ministry of Social Affairs.

B. *Emergency agencies*

Disaster-stricken persons and areas, victims of war or of flood, have been aided by special authorities such as the National Relief Commission (1938-1945) and the Chinese National Relief and Rehabilitation Administration (CNRRA, 1944-1947). A distinction has sometimes been drawn between continuing or regularly recurring governmental welfare activities (*Pin-min*), general responsibility for which has been concentrated at each level in one continuing social welfare organ, and emergency operations (*Nan-min*), for which temporary organs have from time to time been created. When the latter have been disbanded, such long-term services as they may have developed have been transferred to the former.

IV. Finance

A. *Sources of revenue*

1. General budget:

Central welfare expenditures have been financed by appropriation from the general budget.

2. Special revenues:

(*a*) Foreign and international aid have sometimes been available to the central Government.

(*b*) Revenue from special sources has sometimes been assigned by local government units to regularly recurring relief operations (e.g., proceeds from public granaries, theatre tax, restaurant tax, luxury tax, and lotteries).

3. Beneficiaries' contributions:

(*a*) Beneficiaries pay for low-cost meals, the operating agency determining need and assessing the charge.

(*b*) Beneficiaries contribute their labour to the cost of operating institutions in which they reside.

B. *Cost sharing*

In emergencies, grants have been made by the central Ministry to lower levels, for both general and special purposes. Requests from lower levels to the Executive Yuan have been sponsored by the Ministry of Social Affairs. Grants have been accompanied by fiscal auditing and work reports, but not by technical or functional supervision. During inflation, some grants in aid of child and youth welfare have been made in kind, especially foodstuffs and clothing.

V. Place of Social Welfare in National Economic Development

China has in some instances attempted to correlate the development of social welfare services with economic development, in establishing and operating day care services for children, and, to a limited extent, in rural welfare and handicrafts. In connexion with flood relief and other work-relief projects, welfare services are financed from the project budget.

VI. Personnel

A. *Shortage of trained personnel*

Public social administrators are not as a rule trained social workers; short training courses have therefore been arranged for them. Development of a common professional outlook or body of technical principles has been regarded as a pre-requisite to delegation of initiative by the Ministry to lower levels.

A considerable proportion of child welfare personnel has had no special training for its work. Many others have been trained for child welfare work in general. There is a serious shortage of persons trained for particular kinds of child welfare work, such as mental health services and services for blind and deaf children.

B. *Role of unpaid personnel*

Volunteers operate voluntary agencies. There have been no unpaid part-time social workers in public welfare services except as specialists on policy-making committees.

2. Aid for workers' families:

In certain contingencies this is to be provided by factory provident funds under tripartite administration (management, works council, and Ministry of Labour), under recent law.

II. Central-Local Relations

Community services are in many instances established with the help of a country-wide voluntary organization. Factory aid funds are being established under statute, with supervision by the Supreme Council of Labour.

III. Administrative Specialization at the Centre

A. *The Ministry of the Interior*

This organ supervises the municipal administration of charitable trusts.

B. *The Ministry of Labour*

This authority is responsible for workers' social services.

IV. Finance

A. *Sources*

Some funds have come from special sources, such as:

1. Trust funds, derived from bequests by the faithful.
2. UNAC collections.
3. Compulsory contributions by management and labour to factory aid funds.

B. *Cost sharing*

1. Grants in aid of local community services are given by country-wide voluntary organizations.
2. Factory aid funds may be supplemented by advances from the Workmen's Central Aid Fund at Teheran.

V. Voluntary Agencies

The Red Lion and Sun Organization (Iranian Red Cross) has helped establish local voluntary agencies, mother and child welfare centres, and at Teheran a nursery school for working mothers' children. The Imperial Organization for Social Welfare is semi-official. There is an important Society for Protection of Mothers, as well as other voluntary welfare agencies. The Government gives subsidies and permission to run sweepstakes. Members of the royal family accord their patronage. Service of high government officials as officers of voluntary agencies provides a substitute for other forms of Government supervision.

Israel

I. Field Administration

A. *By central Government*

Direct administration by the central Government is exceptional and is normally limited to:

1. The probationary service and all matters connected with juvenile delinquency.

These are dealt with by the central Government through its own officials, stationed throughout the country, and in its own remand school and other institutions, set up according to need.

2. Allocation of places in governmental and non-governmental homes and institutions, for deprived children, invalids, mental defectives, old people, etc.

This is done through a central registry office maintained by the Government, to which local social welfare bureaux report such cases (see also III E. 2 below).

B. *By local government*

Administration of social welfare activities through the social welfare bureaux or departments of established municipal and local councils is normal.

C. *By non-governmental organizations*

Extensive work is done by voluntary agencies, some of which are semi-governmental and operate on a nation-wide basis, frequently with funds obtained abroad. Their work is supervised by central and local government and integrated into the general social welfare plan.

D. *Trends*

A considerable amount of new social legislation is in the course of preparation, particularly in the field of social security, and, in consequence, some changes may be expected. The aim, however, is towards relief and placement on the local level, with policy decisions by the central Government. There may be a change in the present two-tier system, but it is doubtful whether this will affect the direct contact between the central Government on the policy-making level and the local authority at the field operational end. Certain services are expected to remain governmental, and voluntary agencies will probably continue to function in much the same way as at present, particularly the nation-wide organizations with their vast network of activities.

II. Relations between the Centre and the Field

Compliance with standards, as they are laid down by the central Government, is obtained by:

1. The control of day-to-day activities by special supervisors, appointed to each branch of the service (e.g., child welfare, general casework, etc.).

2. The submission by all local social service bureaux and subsidized voluntary agencies of regular monthly reports dealing with both finance and practical work.

3. Possible recourse to the withdrawal of grants, in the unlikely event of continuous non-compliance with the demands made by the Ministry's inspectors.

III. Administrative Specialization at the Centre

A. *Ministry of Social Welfare*

This was formed 1 July 1948 by the provisional Government:

1. To take over the Social Welfare Department of the Jewish National Council (*Vaad Leumi*), established in 1931 to deal with all kinds of welfare problems, to concentrate and co-ordinate voluntary efforts, to stimulate the initiative of local authorities, and to train social workers; operating through branch offices in the main centres of Jewish settlement; and setting up central and local welfare committees.

2. To resume the activities of the lapsed Department of Social Welfare established by the mandatory Government in 1944 and including a probation service (established 1933) as well as ancillary services dealing with juvenile delinquency.

3. To integrate these with a vast complex of voluntary agencies and institutions and a series of newly established services into a nation-wide social welfare service.

B. *Other ministries active in the social field*

1. Health.
2. Labour and Social Security.
3. Defence.
4. War Victims.
5. Police and Prisons.
6. Justice.
7. Interior.

C. *Allocation of functions between Ministry of Social Welfare and other ministries*

1. Health field:

The Ministry of Social Welfare undertakes administrative responsibility for medical costs of patients not otherwise provided for.

2. Child welfare:

(*a*) The Ministry of Social Welfare is responsible for:

Care of socially, physically and mentally handicapped children;

School attendance officers;

Vacation colonies;

Kindergartens and nursery schools in undeveloped areas and in new immigrants' settlements (in settled areas the Ministry of Education undertakes these latter services);

Supplementary feeding schemes.

(*b*) The Ministry of Health arranges for school health services, which are for the most part provided by a nation-wide non-governmental organization.

3. Employment:

All auxiliary services in this field are in the hands of the Ministry of Labour and Social Security.

4. Social security:

At present, administrative responsibility for welfare services auxiliary to social security lies with the Ministry of Social Welfare, although the major work is carried out by the General Workers Organization. It is possible that this responsibility will be transferred in due course to the Ministry of Labour and Social Security.

5. Judicial administration:

(*a*) Court social work, guardianship, adoptions, etc., are the responsibility of the Ministry of Social Welfare;

(*b*) Legal aid comes under the Ministry of Social Welfare in conjunction with the Ministry of Justice.

6. Penal administration:

(*a*) Probation and the care of prisoners' families are the responsibility of the Ministry of Social Welfare;

(*b*) Parole is the responsibility of the Ministry of Police and Prisons;

(*c*) Rehabilitation of offenders is undertaken jointly by both these Ministries.

D. *Responsibility for special groups*

War victims:

(*a*) Persons requiring care as a result of the Second World War are ıw the responsibility of the Ministry of Social Welfare.

(*b*) Victims of Israel's war of independence are, at present, the responsi- lity of the Ministry of Defence and the Ministry of War Victims.

The recent war in Palestine has left in its wake a number of problems Israel, most of which are currently being dealt with by Departments ıt always directly connected with the Ministry of Social Welfare. The settlement of ex-servicemen, both invalids and others; of evacuees from ɔnt-line and devastated areas; and the problems of war victims generally, e the concern of special departments within the Ministry of Defence d the special Ministry for War Victims.

Immigrants:

The decision of the Government of Israel to allow unlimited Jewish ımigration has been implemented by:

(*a*) Transportation by an international non-governmental organization, cept in so far as the costs are met by IRO;

(*b*) Maintenance in Israel for twelve months by an international non- ıvernmental organization; and

(*c*) Assumption of responsibility by the Ministry of Welfare, after ɾelve months, most of these immigrants being destitute.

E. *Responsibility for special areas*

Disaster-stricken areas:

Certain areas, such as Jerusalem, have been particularly hard hit by the ar in Palestine and in these areas special committees have been set up deal with the entire problem, mainly from an economic viewpoint. nce these areas have, invariably, an established social service bureau, the cial welfare work is continued through that bureau with special budget- y consideration from the Ministry of Social Welfare.

Under-developed areas:

In newly developed areas, mainly resettlement areas for new immigrants, e Immigrants Branch of the Ministry of Social Welfare sets up its vn Social Welfare Bureaux, staffed and run directly under the aegis of e Ministry, and continues this service until a local rural or municipal ıthority is set up, capable of taking over the Bureau, together with all her public services.

IV. Administrative Co-ordination

A. *Central co-ordination*

The final co-ordination of all social welfare activities is the responsibility of the Ministry of Social Welfare and is obtained through:

1. Public Services Committee of the Legislative Assembly (*Knesset*).
2. The Ministry's inspectorate.
3. Interministerial and interdepartmental conferences.
4. Meetings and conferences, arranged from time to time, with the Union of Social Workers, local authorities and voluntary agencies.

B. *Local co-ordination*

1. Social welfare committee:

At local authority level, the social welfare committee, a section of the elected local council, is responsible for the work done under its aegis.

2. Social welfare centre:

Every local authority has established at least one social welfare centre and the larger towns have such centres in each district. It is through these centres that the entire welfare work for the area is done. The size of a centre depends on the amount of work to be done and the staff in a large centre may have specialized workers and any number of general welfare officers according to need. In a small centre one general welfare worker is normally responsible for the entire range of services.

Referral for specialized services is, in all cases, through these local social welfare centres, which are permanently accessible to the general public without formality or payment.

V. Financing

A. *General revenues*

Most governmental social welfare activities are financed from the general State revenue and from the local authorities' revenue from local rates and taxes.

B. *Special revenues*

1. International aid:

Some social welfare activities are financed (and in some cases operated) by international organizations, both intergovernmental and non-governmental, including UNRPR (and one of its operating agents, the International Red Cross Committee) and UNICEF.

2. Surcharges, etc.:

Additional taxation is sanctioned, in certain areas, under local authority by-laws, e.g.:

(*a*) A tax on meals and refreshments served in cafes and restaurants and on general hotel charges (paid by the consumer as a percentage of his bill);

(*b*) A special entertainment tax, additional to the Government tax; and

(*c*) Voluntary monthly contributions.

C. *Levies on beneficiaries*

1. Workers' insurance:

The Ministry of Labour and Social Security is at present engaged in preparing a complete system of social insurance which is expected to cover the entire range of health, unemployment, old age, etc., and will probably be financed through contributions from workers, employers and the Treasury. Pending such full coverage the General Workers Organization has a provident fund for its members with a medical service and grants in times of sickness, old age, unemployment, etc. Private enterprise gives insurance coverage for medical benefits and hospitalization for some persons not falling under the trade union schemes.

2. Payment for services:

Individuals pay for all services according to their ability and financial standing. The need and charge is fixed by the local welfare officer in charge of the particular service concerned and in certain cases, where the beneficiary can afford it, this charge is higher than the cost of the service, the residual amount being used to cover part of the cost of non-paying beneficiaries. The need is determined either on a national basis (milk for children, school meals, etc.) or, in individual cases, by the local welfare officer.

D. *Cost sharing*

Grants-in-aid are given to local authorities, and occasionally to voluntary agencies, according to a detailed budgetary report submitted in each case. They are administered by the Ministry of Social Welfare in consultation with the Ministry of the Interior.

1. Block grants are made on a fixed monthly basis to meet the general social services requirements of local authorities.

2. Specific grants are made for supplementary feeding schemes, immigrants' services, etc., as well as *per capita* part-payment for hospitalization of children, old people and chronic sick in closed institutions, etc.

3. Grants-in-aid for individual projects are frequently made in connexion with the many new institutions and services.

VI. Correlation of Social Welfare and Economic Development

Extensive economic and social development plans have been and are still in course of preparation. Their aims are full employment and price control on essential commodities. Interdepartmental and interministerial

conferences are responsible for this long-term planning and the place of social welfare is discussed within the general framework of economic and social developments.

In order to enable mothers to accept full- or part-time work, a wide network of day nurseries, kindergartens, crèches and children's homes has been set up covering the entire country.

Housing schemes are based on the need for area, industrial or other development, and the resettlement of ex-servicemen and new immigrants is based on the need for agricultural development.

VII. Personnel

A. *Extent of use of trained social workers*

The majority of the public social welfare staff at all levels is professionally trained. At the policy-making level, some officials are specialists in law, accounting, general administration, etc., and preferably have a social welfare background.

B. *Employment conditions of welfare workers*

Tenure, advancement and remuneration of social welfare officials is in accordance with normal grading and conditions applicable in the Government service in general. Recruitment is from the ranks of specialists in the required field, with stress on interest and some experience, frequently voluntary, in some aspect of social welfare. Training is based on meetings conferences, lectures, etc., which the non-professional worker is invited to attend, and on publications which he is expected to read.

C. *Use of unpaid social welfare workers*

There are many unpaid social welfare workers in voluntary agencies and the local authority social welfare committees are all unpaid.

In the general administration of the voluntary agencies and the local social welfare bureaux, the voluntary worker frequently sits side by side with the full-time paid official. Recruitment is voluntary, supervision is through the Government inspectorate over all local authorities and voluntary agencies, and training is similar to that of non-professional Government employees.

VIII. Non-governmental organizations

A. *Kinds of organization used, and principal fields of activity*

1. Trade unions (members only):

Social insurance and social security schemes, including health services

Children's institutions (nurseries, child and infant welfare centres, etc.)

Cultural and leisure-time activities;
Social welfare research.

2. Religious organizations:
Aged persons;
Orphans;
Youth service;
Benevolent funds.

3. Philanthropic bodies and institutions:
Blind;
Mentally deficient;
Orphans;
Child and youth services;
Clothing for the needy;
Immigrants' welfare:
Canteens and feeding services;
Cultural and leisure-time activities;
Holiday camps;
Social welfare research.

4. Women's organizations:
Health and medical services;
School hygiene;
Child welfare (kindergartens, nurseries, crèches, children's homes and villages);
Domestic science and housewifery schools and courses;
Vocational training schools;
Hostels;
Canteen and feeding services.

5. Semi-governmental agencies:
Immigrants' services, including rehabilitation and housing;
Youth immigration;
Orphans and general child welfare.

B. *Extent of use*

In broad outline, it can be said that the Government, through the local authority Social Welfare Bureau, is mainly concerned with individual relief, placement and probation. Although Government maintains a number of institutions of its own, voluntary service is mainly responsible for institutional work and welfare activities for the masses.

There is a recent tendency on the part of Government to take over certain institutions hitherto run by voluntary agencies (e.g. mental hospitals) and to set up additional institutions of its own.

C. *Financing*

1. Voluntary contributions:

Voluntary agencies use "flag days", bazaars and other customary methods of fund raising in addition to voluntary contributions, donations and collections.

2. Payment for services:

Whereas most services to beneficiaries in their own homes are given free of charge (mainly governmental services), the institutions of the voluntary agencies make a fixed Government-regulated charge for all services. An exception is all services rendered on the basis of the social security schemes of the General Workers Organization, where no charge at all is made to those eligible for such services under its terms of membership. A charge is also made for residential services in governmental institutions, where the beneficiary can afford to pay for such services.

3. Government grants:

(*a*) Since most of the work of the voluntary agencies is institutional, the present tendency is to pay for services rendered on the basis of cases accepted in whole or in part as a central or local governmental responsibility.

(*b*) Grants are made towards capital outlay in connexion with the extension of the services of voluntary agencies, and in certain instances towards operational expenses of the smaller agencies.

D. *Supervision*

All non-governmental services are co-ordinated through a system of conferences and are supervised by the Government inspectorate with control over standards and charges. In the case of charitable institutions, a separate department has been established within the Ministry of Social Welfare to supervise the finances and organization of those institutions.

Philippines

I. Field Administration

Philippine families have always borne their own burdens, with such aid as they have been able to get from the Government and private welfare and charitable institutions. While private institutional charity had been practised since the sixteenth century, organized and specialized social welfare activities are relatively new.

During the present century a beginning has been made with the following forms of continuing governmental participation in social welfare activities. The United Nations has furnished advice on social welfare organization, social rehabilitation of the physically handicapped, and juvenile delinquency.

A. *Direct administration by the central Government*

1. Before 1945:

(*a*) The Social Welfare Commission and its precursors have administered certain services directly, through their own employees, in the capital area:

(i) Some residential institutions at Welfareville, since the 1920's;

(ii) Family casework service, job placement and social assistance formerly conducted by the Associated Charities of Manila, since 1941.

(*b*) The Department of Health has operated free public hospitals and conducted some neighbourhood centers, combined with clinics and day-nurseries, in Manila and in the provinces.

(*c*) The Department of Justice has operated a correctional institution for women.

2. Since 1945:

Since the war, in addition to the pre-war services, the central Government has expanded its activities and extended them outside the capital area.

(*a*) The Social Welfare Commission has opened casework, job placement, and relief service for war-widows and orphans, with branches in forty-two provinces.

(*b*) A new agency, the Philippine Relief and Rehabilitation Administration (1945-1947) and later the Philippine Relief and Trade Rehabilitation Administration (PRATRA) from 1947, capitalized on proceeds from UNRRA supplies, has been organized. With field offices all over the country, the PRATRA has distributed relief in kind. Recently, in addition to direct relief, it is concentrating on a programme of "rehabilitative aid".

(*c*) In August 1948 another agency, the President's Action Committee on Social Amelioration (PACSA) was organized to undertake a broad programme, including direct relief in kind and various promotional aids for productive enterprise, especially in farming and fishing. These activities are principally directed toward depressed farm areas and rural regions. It also seeks to co-ordinate, integrate and direct important public services and bring them to bear toward the improvement of the living conditions of people in the countryside. It is financed from a presidential discretionary fund.

B. *Administration by voluntary agencies*

In the present century, community support for families has been regu larly organized for some preventive and constructive purposes, especiall in the field of maternal and child health. Utilization by the State of volur tary facilities has proved to be more effective in the long run than delega tion of authority to elected local officials or councils. This has been pai ticularly marked with puericulture centres, which have grown in numbe from eighty in 1921 to 300 in 1941 and 500 in 1948. The usual pattern ha been for a local women's club to incorporate a board for a puericultur centre, raise funds both from local citizens and from the municipality, an request the national Government to contribute a percentage to operation: expenses. The centres, however, have been largely medical and nursing i character, and have no facilities or mandate to follow up the patients wit family social work or economic assistance.

II. Relations between the Centre and the Field

The central Government has shown a tendency to enter into and direct administer some kinds of work previously done by voluntary or loc bodies. Thus the Social Welfare Commission and its precursors ha established certain residential institutions and absorbed the Associate Charities of Manila, while PRATRA and its precursor have distribute relief and rehabilitation supplies direct to beneficiaries. Through PACS/ the Government, besides extending direct relief assistance, has embarke upon a programme of arousing greater and more systematized civic ar social awareness as well as organized community action. Voluntary soci welfare work, still largely in the form of relief-giving, has grown very fa since the war, through groups, clubs and associations of many kinds.

III. Administrative Specialization at the Centre

A. *Clientele specialization by the principal social welfare organs*

1. Dependent, defective, and delinquent children, and aged, incapacitate and handicapped persons, especially at Manila, fall within the respon: bility of the Social Welfare Commission.

2. Persons able to work may be helped back into production PRATRA.

3. Disaster victims are relieved by *ad hoc* organs, and aided by the Soci Welfare Commission, PACSA, PRATRA, and the Philippine Red Cro:

4. Tenant farmers, small fishermen, and displaced people are served PACSA.

B. *Functional specialization by other organs*

1. Migration into under-developed areas, to relieve congestion in certain regions and increase agricultural production, is promoted by the National Land Settlement Administration, Department of Agriculture and Natural Resources and, of late, PACSA.

2. Rural adult education is now under the Department of Education with PACSA providing supplementary aid.

3. Home economics demonstrations, agricultural extension service, and a pilot workshop with crèche, come under the Bureau of Plant Industry.

4. The national Department of Health assists and supervises puericulture centres and maternity and child-care clinics and homes, conducts public visiting, operates a free hospital in each province, and does a limited amount of occupational therapy in the one National Orthopaedic Hospital.

5. The National Department of Education is directly responsible for elementary and secondary education and operates medical and dental services for school children on funds raised from students' fees It has, however, no specialized facilities for giving educational treatment of the handicapped, or for operating nursery schools.

6. A limited housing project is vested in a non-profit Government corporation depending directly on the Office of the President.

7. Judicial and penal administration is divided between the Department of Justice, which is responsible for adult prisons and parole, and the Social Welfare Commission, which takes charge of the probation work, institutional care and parole of juvenile offenders.

8. The Department of Labour maintains a public-defender system for the poor.

IV. Administrative Co-ordination

A. *Central*

Central administration of social welfare services is at present co-ordinated under the Office of the President, where responsibility was placed by Executive Order in 1947 in two organs: the Social Welfare Commission and PRATRA. A more recent arrangement has given PACSA a large share in the administration and co-ordination of social welfare services.

B. *Local*

Until the creation of PRATRA, the War Relief Office of the Social Welfare Commission, and PACSA, there was no single centre where a person in need of aid could go, either in Manila or elsewhere. Centres

which provide information and counselling besides, in certain cases, direct assistance service, are now available in some localities.

To co-ordinate social welfare work as well as to raise the general standard of the service, a council of welfare agencies for Greater Manila has been organized since August 1949.

V. Finance

A. *Assigned revenues*

Outside the Social Welfare Commission and PACSA, which operate from general governmental budgetary appropriations, the agencies derive their funds from assigned revenues.

1. Earnings:

UNRRA supplies received and distributed through PRRA, precursor of PRATRA, averaged 1 million pesos per month during twenty-four months (1945-1947). Its successor, PRATRA, has derived funds for administration, relief, and trade in basic commodities from proceeds from the sale of UNRRA supplies. From these proceeds it has established a revolving fund for trade in handicraft products under its rehabilitative aid programme.

2. Proceeds of the National Charity Sweepstakes (six races a year) are distributed by law, 65 per cent to prizes, 10 per cent to administration, and the remainder to national and Manila voluntary welfare agencies and to provincial and municipal health and welfare funds.

3. Voluntary contributions:

(*a*) Many private groups, associations and institutions engaged in social welfare activity sponsor charity benefits (races, movies, boxing contests, etc.) and/or solicit contributions directly from the public.

(*b*) In 1949, the Community Chest for Greater Manila was started, with nineteen private social welfare services as members. With this move, most of these services will have centralized fund raising, and their activities will also be co-ordinated.

4. Beneficiaries' contributions:

Able-bodied residents in public institutions contribute to their own support by their labour, to the extent of cultivating fresh food and raising poultry with which to supplement the budgetary appropriation. Handicrafts are also encouraged according to circumstances.

B. *Cost sharing*

1. Costs of caring for delinquent children are shared equally between the municipal, provincial and national governments.

2. For puericulture centres, a local voluntary group raises some funds which are then matched by the municipal government; and the total contribution of the local community is then matched by the national Government, making a formula of 25: 25: 50. These grants-in-aid are not conditional on attainment of specific standards of service.

C. *Social welfare aspects of economic development*

Inasmuch as the economic development programme in the Philippines is directed simultaneously toward (1) agricultural and land reform, (2) farm mechanization, (3) partial industrialization, and (4) prevention of concentration of population in large cities, the Government is currently trying to develop small machines and tools, distribute lands, start industries, give land to the landless, give rural workers increased opportunity for gainful occuation, increase production of at least the staple commodities, and raise purchasing power.

VI. Personnel[2]

A. *Use of voluntary agency personnel*

The effectiveness in the long run of the State utilizing voluntary facilities rather than delegating authority to elected local officials or councils, has been demonstrated in such voluntary agencies as the Philippine National Red Cross and the Philippine Tuberculosis Society, which have recruited onto their staffs men and women of aptitude who have in the course of their service developed professional proficiency. This system is also more conducive to developing an attitude that regards social welfare as a social responsibility and tends to arouse civic mindedness and community consciousness among the people.

B. *Government personnel*

1. In-service training:

The Social Welfare Commission has started training its social workers and probation officers along professional lines. PRATRA, which employs social workers in its extensive field services, has a staff training and development department.

2. Tenure:

Government social workers are now classified with civil service status and can enjoy permanence of tenure as civil servants.

3. Professional organization:

An Association of Social Workers has been organized to elevate the professional standard of social welfare workers.

[2] The United Nations has furnished advice in the training of social welfare personnel.

VII. Voluntary Welfare Agencies

A. *Kinds used*

Kinds of voluntary agencies calling for special mention include:

1. Religious orders, convents, and voluntary agencies which are for children in orphanages;

2. Voluntary fund bodies such as Gota de Leche for infant welfare, the Philippine Tuberculosis Society, and the Damas de Filipinas for institutional care of dependent children;

3. The Philippine Labour Service (PHILAS), under a board of directors composed of representatives of Philippine trade unions and a few Government officials, utilizing a special gift of $80,000 from the American Federation of Labor and Congress of Industrial Organizations (U.S.);

4. Abiertas House of Friendship offers refuge for misguided women and illegitimate children.

B. *Extent used*

In addition to public agencies, the Government relies on voluntary agencies for tuberculosis work, community activities, group work, citizenship training, and institutional care of orphans, especially under religious auspices. Philippine social services are mainly institutional, there being very little home relief except in times of disaster and since the war.

C. *Financing*

1. The national Government grants financial aid to semi-governmental organizations for capital outlay, operating expenses, or both, by means of the National Sweepstakes and Charity Races. In order to reduce the cost of money-raising, many Manila agencies co-operated in a "Community Chest" campaign in 1949.

2. Payment of Government for services rendered by voluntary agencies is not practised.

3. UNICEF has started a special child-feeding programme in Manila and the provinces, enrolling a substantial group of malnourished children, and providing them with enriched food until they have reached normal development. The programme is administered through local welfare agencies, funds having been raised by the UNAC with the Philippine Government defraying administrative costs.

D. *Supervision*

The Government, by law, has had control and supervision, through the Social Welfare Commission, of the activities of non-governmental social welfare organizations since 1915; these laws, however, have not been strictly enforced.

E. *Patronage*

The Government gives official patronage to three semi-governmental agencies: the Philippine National Red Cross, the Boy Scouts, and the Philippine Tuberculosis Society.

Saudi Arabia

I. Field Administration

1. In both Mecca and Medina, there are special compounds where the indigent, regardless of nationality, are fed. These compounds are mostly governmental; however, a few are supported by private philanthropies.

2. There is a committee known under the name of a "Committee of Alms", whose members collect funds from various Saudi Arabian cities for the purpose of distributing those funds amongst the poor deserving aid, also regardless of nationality.

3. Institutions:

(*a*) There is in Mecca a home for the aged, where helpless, elderly persons, regardless of nationality, are taken care of.

(*b*) In both Mecca and Medina, there are several orphanages.

4. When indigent foreigners decide to leave the country, the Saudi Arabian Government takes necessary steps to negotiate, with their country of origin, ways and means of sending them back home.

II. Financing

Donations and their expenditure are governed by the teachings of the Koran which lays down the foundations of the social as well as the religious life of the Moslem.

1. Islam provides for social welfare services through "Zakah", which may be interpreted as a poor-tax or voluntary alms-giving. The amount of contributions is often left to the Moslem's conscience. A good part of "Zakah" is used to support or relieve the poor among the community.

2. Aside from the application of "Zakah" to charity, His Majesty King Ibn Saud periodically spends large sums of money for the direct relief of poor and distressed persons. As a rule His Majesty's donations are administered through the tribal chiefs and Government officials, who are personally responsible to him. In many instances relief has been granted by petition.

Turkey

I. Field Administration

There is considerable variation in social welfare activities engaged in in the different parts of the country. The principal regions, in terms of social and other resources, are (1) Istanbul, (2) the West, and (3) the East.

A. *Direct administration by the central Government*

The Ministry of Health and Welfare has in each county a Director of Health and Welfare to advise the prefect and see to the enforcement of the law.

B. *Administration by organs of local government*

1. The placing of deserted pre-school children (from birth to six years of age) for foster care is a duty of the village committee of elders or, if there is one, the municipality.

2. Municipalities have the following duties:

(*a*) Licensing of foster homes, with special attention to health conditions.

(*b*) Provision of poorhouses.

(*c*) Provision of recreation grounds.

(*d*) Provision of infant consultations if the population is over 10,000.

(*e*) Provision of infants' milk kitchens in these consultations, if the population is over 40,000.

C. *Administration through autonomous government corporations*

The Sümerbank (Industrial Development Bank) has a social welfare service which makes available to its 35,000 workers medical care, housing, physical recreation, vocational training, education, and retirement benefits.

D. *Administration through non-governmental organizations*

The Government encourages voluntary action in the fields of health and welfare (see VI below).

II. Administrative Specialization at the Centre

A. *Functional specialization*

The following functional Ministries are concerned with branches of social welfare activity:

1. Ministry of Health and Welfare:

This is mainly interested in health, health education, and free medical care. It supervises institutions receiving deserted children from birth to six years of age.

It is proposing the creation of a child welfare bureau charged with expanding the provision of maternity homes, milk kitchens, nurseries, day care centres, children's dispensaries, boarding homes, preventoria, observation centres, and institutions for mental defectives.

2. Ministry of Public Instruction:

This is active in promoting holiday camps, scouting, sports and athletics. In order actively to combat illiteracy, it is making primary education universally available by building schools throughout the country, helped in many places by the local community building its own school.

3. Ministry of Justice:

(*a*) The lower civil tribunals are responsible for deciding questions concerning guardianship and custody.

(*b*) After-care for juvenile delinquents from reform schools is the responsibility of the State's attorney, helped by some local committees.

4. Ministry of Labour:

This is active in the fields of occupational injuries, maternity insurance, employment exchanges, and industrial welfare (see IV. C below).

5. Ministry of the Interior:

This is active in the resettlement of immigrants, of whom there are large numbers.

B. *Clientele specialization*

There is no systematic provision for special categories with special needs; but a beginning has been made in creating specialized institutions.

1. Existing provision includes an institution for the deaf, dumb, and blind; and some institutional treatment is provided for mental diseases.

2. There are no special institutions for physically or mentally handicapped children.

C. *Territorial specialization*

When an area is stricken by earthquake, as effective assistance as possible is provided by non-governmental organizations, with special attention to shelter, food, child placement, and medicaments.

III. Administrative Co-ordination

A. *Central*

No attempt has been made in Turkey to achieve an integrated or co-ordinated administration of social welfare activities.

B. *Local*

In a local community, there are a number of centres where particu kinds of aid can be obtained, e.g., the clinic, the employment exchange, a the child welfare organization. No single centre has been developed which persons in need of all kinds of social aid can go for informati referral, advice or counselling.

IV. Financing

A. *General revenues*

General revenues are used for financing social welfare activities.

B. *Assigned revenues*

No special tax or duty is set aside for social welfare activities of offi organizations; but some local taxes (e.g. on entertainments) are assig to the work of a non-governmental child welfare organization.

C. *Relationship between economic development and social welfare*

This is the concern of the Ministry of Labour. With the development industry under the five-year plans, management has taken responsibi for workers' welfare, including capital outlay on housing, school buildin and hostels, especially in governmental and mixed enterprises.

V. Personnel

A. *Extent of use of social workers*

There are no officials in Turkey with special or scientific professio training in social work.

B. *Other trained workers in the social field*

Visiting nurses attached to maternity and children's homes, tubercul dispensaries and health centres, render various kinds of assistance in so medicine. Rural teachers have been trained in large numbers, and suppl with houses and smallholdings, in order that they may gradually come play a leading part in their local communities. Hygiene officials (ma have been trained in considerable numbers to work under the county hea and welfare director in villages where fully trained physicians are readily available; their work is largely preventive and educative.

C. *Volunteers*

Most of the workers in the Child Welfare Organization and in People's Houses are volunteers.

VI. Non-Governmental Organizations

A. *Kinds used and principal activities*

These include:

1. Child Welfare Organization (*Cocuk esirgeme kurumu*):

Seven hundred local centres for:

(*a*) Collection and distribution of milk.

(*b*) Maternal and infant consultations.

(*c*) Day nurseries.

(*d*) Placement of children in families.

(*e*) Disaster relief, etc.

2. People's houses (*Halk evleri*):

Four hundred local centres for young people's intellectual, physical, and artistic activities.

3. Red Crescent:

(*a*) Free meals for poor persons and school children, in six centres (e.g., 750,000 free meals for primary school children, Istanbul, 1947, including meals twice a week in summer; mainly vegetables, meat once a week, dessert once a fortnight).

(*b*) Health services supplementary to those provided by budgetary appropriation.

(*c*) Aid in natural disasters.

B. *Financing*

1. Grants in aid of non-governmental organizations are made by appropriations in the annual budget of the State. Proceeds from municipal entertainment taxes are assigned to the Child Welfare Organization.

2. The Child Welfare Organization is allowed to raise funds by public collections, lotteries, dances, etc.

3. The People's Houses are financed from funds of the People's Party.

C. *Supervision*

1. The Government does not apply any general measures for the supervision or co-ordination of non-governmental welfare organizations.

2. Health services for children, mothers and new-born infants, are subject to governmental supervision.

D. *Recognition*

The Child Welfare Organization has on its boards many of the leading citizens of the Republic. The Red Crescent is under official patronage.

VI. EUROPE

Austria[1]

I. Field Administration

A. *Administration by the federal Government*

1. Welfare activity:

During the last one hundred years the responsibility for the welfare activity of the Government has been systematically delegated to B and C below (the provincial governments and their administrative sub-divisions) and to D (autonomous bodies). At the present time there is no tendency on the part of the federal Government to regain powers of direct administration in welfare matters. The only important exceptions to this rule are provided by certain categories of persons for whose welfare the federal Government assumes a special responsibility. These categories include:

(*a*) Victims of the war: restoration of their health and working capacity is facilitated by pensions, retraining, prosthesis, advance payments of financial aid for physically handicapped persons; assistance in certain circumstances, for surviving relatives.

(*b*) Victims of the struggle for a free and democratic Austria: under the law for the welfare of victims of nazism, such persons receive an official certificate entitling them to receive the following assistance and concessions: medical care; concessions in the sphere of accident and pension insurance; help in becoming economically self-supporting (e.g., certain taxation); preferential consideration in the allocation of retail tobacco businesses: preferential consideration in the distribution and allocations of apartments, houses, and garden allotments; award of pensions for maintenance; award of pensions to surviving relatives and to dependants whose health has been impaired; reduction of, or complete exemption from, fees for courses of study and examinations.

(*c*) Refugee relief for German-speaking foreigners living in camps (this includes accommodation, meals and medical attention, with the reservation that both these services are given only to camp inmates who are not in employment, the rest, i.e., by far the greater part, being looked after on the same basis as Austrian citizens).

[1] The United Nations has furnished advice on social welfare administration.

2. Other activities:

The federal Government has both legislative and administrative responsibilities (article 10 of the federal Constitution) in respect of:

(*a*) Civil and criminal law; matters of justice; the practice of criminal law.

(*b*) Employment and insurance legislation.

(*c*) Health and nutrition.

In some spheres the federal Government administers these services directly, while in others it fulfils its constitutional responsibility by delegation to the provincial governments (as under paragraphs B and C below) and autonomous bodies (e.g., social insurance).

B. *Administration by the provincial governments*

In the field of housing the federal Government exercises legislative, and the provincial government administrative powers (Constitution, article 11). In the fields of public assistance, population policy, public hospitals and clinics, mother and child welfare, and health matters, the federal Government is responsible only for basic legislation and delegates to the provincial governments both executive legislation and administration (article 12).

The provincial governments delegate many of their administrative functions to local authorities, but reserve to themselves the administration of public welfare for certain categories of persons, namely:

1. Physically handicapped persons in need of institutional care: institutional care for unemployable physically handicapped persons, the mentally sick, mental defectives, epileptics, the deaf and dumb, the blind and certain physically handicapped persons who are under a certain age or require special care in an appropriately equipped institution (so-called special welfare).

2. (*a*) Persons who, in the absence of a permanent residence, do not come within the competence of a district welfare office (persons cared for by the provincial government).

(*b*) Needy persons who have returned to Austria after an absence of more than one year.

3. Persons suffering from tuberculosis who are not covered by social insurance; they are looked after directly by the district welfare officers.

C. *Administration by local authorities*

Most welfare services reach recipients through subordinate authorities of the various provinces, acting as organs of a general system of local self-government. These organs, to which the implementation of welfare measures is delegated by law, are at present the administrative districts and

the communes. The municipalities combine the responsibilities of communes and of administrative districts. The City of Vienna has three sets of duties and responsibilities: those of a commune, an administrative district, and a provincial government.

1. The administrative district:

(*a*) Public welfare:

The District Welfare Office is responsible for the following:

(i) Institutional care, i.e., the accommodation of old or unemployable needy persons in homes;

(ii) "Open" (non-institutional) welfare, i.e., material help to persons living in their own homes who cannot, however, completely maintain themselves and who also cannot be fully maintained by near relatives who are legally bound to maintain them. This material help consists of:

a. Material assistance: food, accommodation, clothes, etc. In most districts this material assistance is paid in cash and calculated on a sliding scale. The so-called "billeting out" system is generally forbidden.

b. Means of achieving or recovering the capacity to be self-supporting:

i. Medical and surgical help (free choice of doctors, hospital and institutional care);

ii. Vocational training of adolescents;

iii. Vocational training of the physically handicapped, including the blind and the deaf and dumb.

c. Help for pregnant and nursing mothers.

d. Burial expenses.

(*b*) Child and youth welfare:

The District Youth Office is responsible for:

(i) Official guardianship. On the birth of an illegitimate child the youth office of the district in which the child's mother resides assumes its guardianship. This includes legal representation of the interests of the child in all matters concerning paternal and maintenance obligations, etc.

(ii) Foster care. Placement, or the approval of foster care, for children under fourteen years in families other than their own. Continuous supervision of foster care up to the age of fourteen years for both foster children and illegitimate children (even when brought up by their mother), by systematic home visits, medical examination of children of pre-school age, and counselling of foster parents at maternal guidance centres (Vienna is divided into 200 units, each of which has its own child welfare worker).

(iii) Other welfare services:

a. Maternal counselling (also available in respect of children up to six years who are not under foster care);

b. Day nurseries, especially in Vienna, where one-third of all children between the ages of three and six attend municipal day nurseries, and another third, private ones;

c. Assistance to juvenile courts.

(*c*) Health matters:

In every district a doctor appointed by the provincial government is responsible for supervising compliance with the sanitary and public health regulations laid down by the federal and provincial governments.

(*d*) Housing:

In Austria the task of providing low-cost accommodation is largely a responsibility of the municipalities.

2. Communes:

(*a*) Public welfare:

The district chief administrator hands over to the communes such duties as he believes it is able to perform, particularly: receipt of applications and preliminary reporting thereon; payment of grants and allowances (with the exception of permanent ones, which are transmitted by post); investigation of need, and of the resources and living conditions of the applicant.

(*b*) Health matters:

Each commune or group of communes employs a doctor, who must live in the locality, provide free medical attention to those persons in need who are not covered by health insurance, and assist in combating infectious diseases. The communal doctor is allowed to carry on a private practice in addition to these duties.

D. *Administration by autonomous bodies*

The federal Government has entrusted the administration of social insurance—which covers about 2 million employees and their insured dependants (approximately three-quarters of the population)—to a number of autonomous bodies.

Health insurance funds are administered by boards of directors in which the representatives of the employed persons are in a majority (5:1). The financial management is controlled by a supervisory committee, in which the representatives of the employers are in a majority. Decisions on fundamental questions such as the amount and type of benefits are taken by a general assembly in which delegates of employed persons are also in a majority. The representatives of the employed persons are nominated by the Austrian Trades Union Federation; those of the employers, by the Austrian Industrial Association. Benefits include various kinds of assistance towards the restoration of working capacity, including the provision of prosthetic equipment, spectacles, etc. The self-governing structure of the

other social insurance institutions is similarly organized. The most important of these autonomous bodies are:

1. Health insurance funds:

In health insurance there is a distinction between the general Regional Health Insurance Funds and the Agricultural Health Insurance Funds, without any division between salaried employees and wage-earners (in Vienna only there exists a separate employees' section within the Regional Health Insurance Fund). There is one general Regional Health Insurance Fund and one Agricultural Health Insurance Fund in each province. In addition to the Regional and Agricultural Health Insurance Funds there exist a few insurance funds for individual firms or undertakings. There are also special organizations for miners' insurance, for the Austrian State railways and for State employees.

2. Disablement, accident, old age and survivors' insurance organizations:

For other contingencies there are separate insurance carriers which, in contrast to the health insurance funds, are centralized in Vienna for the whole federal territory, with branch offices in the provinces.

(*a*) The General Accident Insurance Institution for accident insurance of workers and employees (not including those in agriculture and forestry).

(*b*) The Employees Insurance Institution for retirement insurance of all salaried employees (including those in agriculture and forestry).

(*c*) The General Disablement Insurance Company for old age and disablement insurance of wage-earners (not including those in agriculture and forestry).

(*d*) The Agricultural and Forestry Workers' Insurance Company for disablement and accident insurance of agricultural wage-earners.

(*e*) Austrian State Railways Insurance.

(*f*) Miners' Insurance Institution (also includes Health Insurance for Miners).

(*g*) Insurance Institution of the Austrian Association of Notaries.

II. Relations between Centre and Field

A. *Relations between federal and provincial governments*

In accordance with articles 10 and 12 of the federal Constitution, the federal Government is responsible for basic social legislation. Executive legislation and administrative implementation fall, however, in welfare matters (adult, family, youth and child welfare), within the jurisdiction of the provincial governments. There is no systematic control by the federal Government of social welfare in the provinces, and the Government does not yet possess complete statistics concerning the number of recipients of

public assistance (it expects, however, to dispose of these in 1950). Since 1945 the federal Government has promoted the development of specialized organizations for the whole federal territory as well as that of specialized publications and conferences. The Government is at present preparing, in co-operation with the provinces, a new law on the basic principles of public and youth welfare.

B. *Relations between provincial governments and local authorities*

The provincial governments vary in the extent to which they regularly issue administrative instructions to their local administrative units.

C. *Appeals*

In the sphere of application of legislation and safeguarding of rights in public administration, uniformity in the various provinces is assured by a system of appeals which pass from the district administrative authorities to the relevant provincial government, or also from the latter to the federal Government (i.e., the responsible federal Ministry). Appeals from the Health Insurance Funds go to the provincial government concerned, and thereafter to the federal Ministry for Social Administration; in cases of dispute concerning benefits payable from the Funds to insured persons, social insurance arbitration tribunals are responsible, rather than the administrative authorities.

D. *Provincial and local planning*

The provinces are allowed a certain amount of independence in respect of the type and scope of their welfare measures, e.g., Vienna has several times introduced important new principles: for example, under the leadership of Professor Tandler (1921-1932) great importance was attached to preventive and productive public welfare (reintegration into economic life), child welfare and public health. He was concerned not merely to shield society against needy individuals, but above all sought to eliminate the causes of distress present in the individual's environment, physical condition and psychological attitude. The principles of Professor Tandler are still valid today in social welfare administration in Vienna.

III. Administrative Specialization at the Federal and Provincial Levels

A. *Federal authorities*

1. *Federal Ministry for Social Administration*:

Organized by Secretary of State Ferdinand Hanusch (1918-1920), the Ministry has the task of preparing social legislation, particularly in the spheres of child and youth welfare, public health, social insurance and employment, and also of functioning as the highest administrative instance in various social fields (e.g., factory inspection and public health). The actual

administration, however, is performed by the provincial governments, their subordinate authorities (e.g., provincial employment offices), and social insurance institutions.

2. *Other federal Ministries which deal with social questions:*

(*a*) Ministry of the Interior (including the police; at present also still public welfare).

(*b*) Ministry of Justice (including juvenile courts).

(*c*) Ministry of Education.

B. *Provincial authorities*

The business of each provincial government is carried on by its central office. A number of departments is from time to time organized as a group and placed under the leadership of a member of the provincial government. For every such group of departments the Constitution provides that the legislature shall have a committee. In Vienna, for example, Administrative Groups IV and V consist principally of the following departments: IV. Public Welfare, Youth and Child Welfare; V. Health, Institutions, Preventive Medicine.

IV. Administrative Co-ordination

A. *Federal*

In 1947 the Federal Ministry for Social Administration established a Central Office for Welfare in order to co-ordinate the guiding principles followed by the various provinces in the practice of voluntary social work (particularly in the distribution of relief donations) with those followed by federal offices and private organizations.

Special working parties of federal and provincial specialists have been established for the purpose of advising on new social legislation (e.g., public assistance law and youth welfare law).

B. *Local*

In the local administrative districts and communes there is little co-ordination between the work of the statutory authorities and that of voluntary agencies; nevertheless, in Vienna all material assistance and money grants given by either public or private sources are, as far as possible, noted by the district welfare officers in a central index; in addition, attempts are made to organize co-operation between public and private welfare.

V. Financing

A. *Cost sharing*

The districts are financially responsible for all welfare matters falling within their jurisdiction; they meet the greater part of these costs by pass-

ing them on to the communes within the district, and by reimbursement, on the part of each commune, of 50 per cent of the welfare expenditure originating within it. Welfare and assistance matters falling within the jurisdiction of the provinces must be covered by the provinces' own resources, but each province can claim reimbursement on the part of the districts of three-quarters of its welfare expenditure for cases under I. B. 1, but not for cases under I. B. 2 and 3. Welfare and assistance matters within the jurisdiction of the federal Government are either paid directly by the Government or are repaid by the Government to the provincial authorities to whom administration has been delegated. Certain sums from the federal revenue are given to the provinces for the fulfilment of their tasks, since their own provincial revenues would be inadequate.

B. *International aid*

International help has played a considerable role. UNICEF, for example, provided additional nourishment from 1947 to 1948 for 20,000 mothers attending maternal counselling centres; 195,000 children in day nurseries and elementary and technical schools; and 28,000 adolescents, apprentices and secondary school children; and from 1948 to 1949 for 444,000 under-nourished children between the ages of three and eighteen in day nurseries, elementary schools and apprentice workshops.

C. *Beneficiaries' contributions*

Contributions to social insurance amount to 20 per cent of the insured person's gross salary, of which half is deducted from the employed person's salary and half is paid by the employer, with the exception of accident insurance, which is paid in full by the employer. Any additional grants and allowances are payable by the public welfare authorities.

VI. Personnel

A. *Extent of employment of trained personnel*

One of the main stimuli towards training in social work was the development of "official guardianship" (see I. C. 1. (*b*) (i)). This led to emphasis being placed on the expansion of social work training. No similar development took place towards specialized professional training for public assistance to adults, but this has been very strongly promoted since 1948, especially in Vienna, through the introduction of special courses. It has been possible, by means of considerable psychological training in the Public Welfare offices, to recognize and treat problems of psychological adjustment.

B. *Use of unpaid voluntary helpers*

In the administration of public welfare, the Elberfeld or Strasbourg system was applied for a long time. Today, however, voluntary helpers are only a means of ascertaining the personal circumstances of the person in

need, without power of decision which is reserved to the welfare authorities. In Vienna there are some 3,600 "honorary welfare workers", and in Lower Austria one to every five recipients of public assistance. They are organized in sections for the purpose of leadership. Courses, handbooks, lectures, etc. are placed at their disposal for training purposes.

Variations in the balance of power among the political parties and social classes are reflected in the composition of these groups of voluntary workers.

VII. Non-Governmental (Voluntary) Organizations

Social activities are performed on a large scale by the Roman Catholic *Caritas* which provides help for needy persons in addition to the assistance to which they are entitled by law. The work of the statutory welfare authorities is also supplemented by the Protestant organization *Innere Mission* and by some non-denominational associations (Red Cross, etc.).

Czechoslovakia

I. Field Administration

A. *Direct administration by the central Government*

The central authority for child and youth welfare is the Ministry of Social Welfare. Its scope in this field covers only the work of directing, planning and control, whereas the actual welfare work is de-centralized and entrusted to subordinate "national committees". The Ministry possesses no special executive organs of its own to carry out the child and youth welfare work.

B. *Delegation to local government units*

All the "national committees", i.e., regional, district and local, take part in the child and youth welfare work according to the importance of one or the other sector thereof. Thus the local national committees perform the services connected with child welfare which directly fill the needs of their particular locality, such as crèches and the like. A special position is held by the City of Prague, which, by means of its Central National Committee, carries out the tasks of both the regional and district national committees, whereas the tasks of the local and, to some extent, the district national committees, are being carried out by area committees. In towns which are the seat of regional national committees, the tasks of local and district committees are being carried out by a unified national committee.

Child and youth welfare was administered after 1 January 1948 by national committees through special commissions and offices; in consequence of the reorganization of public administration in 1949, child and

youth welfare work is now carried out by national committees through their departments of labour and social welfare.

1. The basic administrative unit is the Department for Labour and Social Welfare of the District National Committee, which under Law 202 of 1947 is charged with:

(*a*) Supervision over youth welfare by means of local national committees.

(*b*) Keeping of registers of young persons requiring care or aid.

(*c*) Seeing to regular visiting of working families.

(*d*) Management of the district children's home.

(*e*) Carrying out duties of collective guardianship.

(*f*) Supervision of children placed in charge of others (institutions, foster families).

(*g*) Acting as an auxiliary agency to a juvenile court.

(*h*) Seeing to children's convalescence and recreation.

(*i*) Conduct of financial and economic matters for its area of operations.

2. The Local National Committees have the following duties:

(*a*) Provision and operation of children's day homes and day nurseries and hostels for farm workers and school children.

(*b*) Submission of proposals and recommendations to higher authorities in the field of youth welfare.

C. *Delegation to special-purpose authorities*

In social insurance, the Government's authority is limited to supervision of enforcement of legislation, social insurance being administered by autonomous organs, both on the top level (central organs for the various branches of social insurance: sickness, old age, invalidity, industrial accident, and miners' and salaried employees' pensions) and in the lowest instances (local branches).

D. *Delegation to non-governmental organizations*

Voluntary social agencies represent an important component of social welfare as they supplement public social administration and prepare certain sectors of social work so that they may be in future taken over by the public administration.

E. *Trends*

Since the war there has been a trend towards transfer of responsibility from non-governmental organizations to local government units and to special-purpose authorities. In the very near future all care of

youth will be either directly in the hands of the State, or will be carried out through certain autonomous bodies.

1. It was expected in 1948 that the existing poor-relief, which was more or less unevenly administered by the local or district national committees, would be unified within the framework of national insurance, as all persons in need would be receiving assistance including medical care, from the hands of the national insurance institution.

2. There has also been a general trend towards the amalgamation or federating of voluntary institutions. The activities of non-governmental organizations are no longer being extended; for the general tendency is to hand over the tasks connected with the care of youth to the organs of public administration. Directives drafted by the Ministry of Social Welfare in 1948 were designed to facilitate a co-ordination of the activities of the State administration with those of the non-governmental organizations.

II. Administrative Specialization

A. *Functional specialization*

1. The Ministry of Social Welfare has the prime responsibility in the field of social administration.

(*a*) Its responsibilities include:

(i) Crèches (provided by national committees through their labour and social welfare departments).

(ii) Special measures for physically, mentally, or socially handicapped children (by national committees through their labour and social welfare departments).

(iii) Vacation colonies (by national committees through their labour and social departments).

(iv) Supplemental school feeding (by national committees through their labour and social departments).

(v) Vocational guidance (through youth sections of district labour boards).

(vi) Promotion of industrial welfare (through Czechoslovak Institute of Labour, whose board is appointed by the Ministry).

(vii) Court social work for young delinquents (by national committees through their labour and social welfare departments).

(viii) "General guardians" (by national committees through their labour and social departments).

(ix) Recreation and convalescence.

(*b*) The Ministry's Youth Welfare Advisory Board includes social workers, health workers, teachers, and other experts in the care of youth.

(*c*) The organization of the Ministry is:

Group A

Division A-1: Labour: direction of labour, regulation of labour, conditions, labour protection, training of cadres in factories, socialist competition.

Division A-2: Wages and salaries: special sub-group: working youth centres.

Group B

Social economics: social planning, budget, living-standard control, housing welfare and co-operative movement, international social policy.

Group C

Social welfare: national insurance, child and youth welfare, recreation, care of persons needing social aid, legislation, reimmigration.

Group D

Cadres: cadres, training and personal affairs of the Ministry's personnel. Internal and economic affairs of the Ministry. Accounts Department of the Ministry. Internal administration.

2. Other Ministries and governmental organs in the social field:

(*a*) The Ministry of Health is responsible for:

(i) The organization and supervision of a free and public consultative health service operated by district national committees through national health institutes; consulting health stations with special consulting rooms for mothers and infants, pre-school and school children, for sufferers from tuberculosis, venereal diseases, alcoholism, mental health problems, eugenics, and the like, with home-visiting service and special preventive activities such as inoculation, calmetization, and the like (pursuant to the provisions of Law No. 49 of 1947);

(ii) The organization, provision and operation of State hospitals and special medical lying-in institutions, e.g., maternity hospitals, institutions for special medical infant care, tuberculosis sanatoria and preventoria (pursuant to the provisions of Law No. 185 of 1947);

(iii) The supervision, within the State-wide plan of nutrition, of the production and distribution especially of nutrients and vitamin products for the feeding of infants.

(*b*) The Ministry of Education, Art, and Sciences is responsible for:

(i) Kindergartens;

(ii) Protection against harmful effects of the Press;

(iii) Schooling for handicapped children (physically or mentally defective; morally abnormal; or in State health sanatoria);

(iv) Training "social health workers".

(*c*) The Ministry of the Interior is responsible for:

(i) Cinemas, broadcasting, public entertainment;

(ii) Protection against prostitution;

(iii) Suppression of alcoholism;

(iv) Plain-clothes women police for protection of children and young persons since 1947.

(*d*) The State Office for Physical Training and Sports is responsible for children's parks, physical training, sports, playgrounds and swimming pools.

(*e*) The Ministry of Justice is responsible for:

(i) Guardianship of minors (through the courts);

(ii) Protection of minors' property.

(*f*) The National Insurance Institution is responsible for:

(i) The provision of medical care, both ambulatory and institutional;

(ii) The provision of benefits of different kinds for all insured persons and their families.

B. *Clientele specialization*

The special organs for child and youth welfare which were temporarily set up under Law 48 of 1947 are now replaced by the labour and social welfare departments of national committees (regional, district, local, central and unified).

C. *Territorial specialization*

1. In case of large-scale disaster or other circumstances requiring special services, it is usual to set up special *ad hoc* bodies composed of representatives of all public and voluntary agencies concerned, the main purpose of such a body being to co-ordinate all the services concerned (e.g., a special co-ordinating commission in the Prime Minister's office, for speedy assistance to war-devastated areas in Eastern Slovakia).

2. Because the reimmigrants (i.e., persons of Czech and Slovak origin, hitherto living abroad, but now returning to Czechoslovakia) are settled mainly in the border district, comparatively remote from the Ministry of Social Affairs, special agencies have been set up in their areas to ensure closer contact with them, to give them legal advice, and to administer social welfare services for them (social assistance, loans, clothing, etc., out of the State budget).

III. Administrative Co-ordination

A. *Central co-ordination*

1. The Ministry of Social Welfare discusses administrative reforms with the other above-mentioned Ministries, drawing their attention to the need for educating their personnel and improving existing facilities. It sets up,

in co-operation with them, "social clinics" for the practical training of students of social schools in various sectors of social welfare.

2. A national Youth Welfare Co-ordinating Commission has been set up in the Prime Minister's office and is composed of representatives of five Ministries (Social Welfare, Justice, Health, Education, Information) and two occupational groups (Central Association of Trade Unions, United Federation of Czech and Slovak Farmers), besides three representatives of the Advisory Board of the Ministry of Social Welfare.

B. *Local co-ordination*

1. A co-ordinated administration of social welfare services is assumed in the future national insurance scheme, in which as a general rule the national insurance institutions (of the lowest instance) should integrate—in certain cases in collaboration with other organs, e.g., Labour and Social Welfare Departments—all social welfare services for the entire population.

In so far as it will not be possible to deal with all social welfare cases within the national insurance scheme, it is assumed that, in communes and/or districts, "centres of supplementary social welfare" (to some degree analogous to the national assistance organs in some other countries) will be established. In such centres a needy person would get information, material assistance, etc. (social advice bureaux). A plan is being prepared to ensure co-ordination between the public and voluntary social services.

2. Consulting stations for children and mothers refer them to social as well as health services (for rest, recreation, material assistance, vitamins, or medical treatment).

IV. Finance

A. *General revenues*

Social welfare costs are covered mainly from tax revenues.

B. *Assigned revenues*

1. For child and youth welfare a special fund has been set up which is administered by the Ministry of Social Welfare or some local administrative organ selected by that Ministry. In it are concentrated all gifts, donations, and legacies for the benefit of young persons, if given or bequeathed without designation for any particular purpose, and, in particular, the yield of public collections. Income thus secured is employed in particular (*a*) to augment the funds for child and youth welfare or (*b*) to help finance productive investment on buildings needed for welfare services. Public collections of the nature indicated include in particular the "Christmas Tree of the Republic" (a collection carried out throughout the whole month of December every year, under a Christmas tree set up in the squares of towns all over the Republic), "Mothers Day" (a collec-

tion that takes place on a Sunday in May each year), and "Children's Week of Joy" (at the end of the school year). These collections are not mere money-raising events, but are designed to propagate the cause of youth welfare and draw the attention of the public to the problems involved.

2. A special coal tax helps to cover the cost of miners' pension insurance.

C. *Beneficiaries' contributions*

Social insurance benefits are financed only partly from the contributions of insured persons. Out of its general revenues, the State makes a flat-rate contribution to all cash benefits, and adds a cost-of-living adjustment. Hospital costs are also met partly by social insurance funds and partly by the State.

D. *International aid*

This has included aid for child feeding through UNICEF: 1948, 120,000; 1949, 280,000; 1950, 600,000.

E. *Cost sharing*

Local government authorities secure the necessary funds for expenditures on the care of young persons from their current budgetary income, from special foundations for the poor, and from general State grants destined to meet their budgetary deficits as a whole. Only in very exceptional cases do the central authorities grant special subsidies for specific purposes, such as costly investment in buildings or unforeseen tasks on behalf of children and young persons. Personnel expenditures of the district and other child and youth welfare offices and of child and youth welfare institutions taken over from former voluntary welfare agencies, are covered by the Ministry of Social Welfare.[2] Governmental organs or voluntary agencies to which a subsidy is given are subject to dual supervision—financial supervision by the Supreme Audit Board, and technical supervision by the Ministry of Social Welfare.

V. Place of Social Welfare in Economic Development

A. *The "Two Year Plan" (1947-48)*

This included the construction of nurseries, young people's hostels (both for apprentices and other young workers, and for students), laundries (for employed women, and within the framework of social insurance), and institutions for medical treatment of insured persons. It included also recreational schemes, with economic as well as social objectives (i.e., improvement of labour productivity).

[2] Budget estimates for the Ministry of Social Welfare for 1948 included:

	Korunas
Child and youth welfare offices	144,421
General care of children and young persons	213,300
Institutional care of children and young persons	562,920
Total	920,641

B. *The "Five Year Plan" (1949-53)*

This also aims at raising the national income, the consumption level and the standard of living. It is ensuring the development of social services by the following measures:

The 30,270 beds now provided in youth hostels to be increased by 50,000 beds.

The 6,050 cots in crèches now provided to be increased by 15,400 cots.

The 8,189 beds in children's homes to be increased by 6,375 beds.

The 1,500 agricultural children's homes to be increased by 100 new ones.

The number of children's homes to be increased by twenty new ones with a capacity of 2,000 beds.

Four new boarding establishments to be set up as adjuncts to special schools.

VI. Personnel

A. *Extent of use of trained workers*

1. In the labour and social welfare department of each national committee the majority of the staff is composed of young women who have completed their course at "social schools" of the pre-war two-year type.

2. In the institutions for very young children, nurses are generally employed, i.e., women who have finished their training in the former "family schools" plus a one-year course in nursing.

3. The institutes of national health are largely staffed by nurses who have completed the two-year course for social health workers at schools maintained by the Ministry of Health, and who in particular occupy the leading posts. The institutes also supply children's nurses who have received social training in their courses. At the consulting centres for mothers, midwifery nurses also are employed.

B. *Methods of selecting and training welfare workers*

1. "Social education" has hitherto been mainly of a secondary school type. The secondary social schools are specialist schools, i.e., only pupils who have reached fifteen years of age may be enrolled. The course lasts four years; before the war the course lasted two years. The schools are maintained by the Ministry of Education.

2. In view of the shortage of trained personnel, special courses are arranged from time to time for various categories of child and youth welfare worker (i.e., staffs of institutions, governesses in homes for the young). These courses are arranged either by the Ministry of Social Welfare, or by the Ministry of Education, or by the Central Trade Union Council.

The Ministry of Health, in conjunction with the Ministry of Education, has arranged six-month courses for children's nurses and social health workers, in the children's sectors of hospitals or in institutions for babies.

Training of youth leaders is provided by the Federation of Czech Youth.

C. *Use of unpaid social welfare workers*

Most persons active in non-governmental organizations are unpaid social workers. These organizations supervise their activities, determine the need for improving their work, and provide special training courses for them.

VII. Non-Governmental Organizations

A. *Kinds used*

1. Czechoslovakia has a relatively large number of non-governmental organizations, for, up to 1947, nearly all public care of young people was in their hands. The most extensive were:

The Czechoslovak Red Cross;

The Central Roman Catholic "Charitas";

The Czech Heart;

The Central Social Organ of the Czechoslovak Church;

The Union for Supporting the Courts and Care of Youth;

The Association for the Care of the Feeble-Minded; and

The Association for the Treatment and Training of Cripples.

2. The central trade union organization (ROH) has recently taken over certain important sectors of social welfare administration, and is building up a large network of preventive, recreational, and other social services for workers.

B. *Extent of use*

The State welcomes the activities of non-governmental organizations in all sectors in so far as they start new kinds of social work in the initial stages of which the State cannot itself intervene efficiently. They supplement the activity of public administrative organs. They regularly carry out administrative tasks only in institutions for the care of youth. In other respects they take part in youth welfare, mainly assisting in carrying out feeding, clothing, and relief schemes. Until now, they have taken a great part in providing convalescence, amenities and recreation. Their activities are no longer being extended, for the general tendency is to hand over the tasks connected with the care of youth to the organs of public administration. When the State took over all the consulting stations (under Law 49 of 1947)—thus making this kind of care uniform and ensuring its support from public funds—the voluntary organizations that had hitherto been responsible were offered, as basis for negotiation, several methods of

collaboration with the State health administration, including assistance in meeting social needs ascertained at the consulting stations.

C. *Financing*

1. Sources of funds:

(*a*) Organizations established in connexion with national undertakings:

(i) Contributions paid by those concerns;

(ii) A share in their net earnings;

(iii) Contributions from employees.

(*b*) Voluntary associations receiving subscriptions paid by members.

(*c*) Child and youth welfare institutions maintained and administered by non-governmental organizations, meeting their costs out of fees paid by persons legally responsible for the children placed there, the fees being fixed with due regard to the social circumstances and financial means of such persons.

2. Tax exemption:

Non-governmental organizations for child and youth welfare are, according to circumstances, granted immunity by the State from:

(*a*) Payment of taxes on their real estate in so far as it serves permanently and exclusively the public welfare.

(*b*) House and land tax.

(*c*) Sales or turnover taxes on supplies and services.

(*d*) Charges on personalty and realty.

(*e*) The so-called tax equivalent.

(*f*) Stamp duty on applications made to public offices.

(*g*) Fees for administrative services.

They are also granted various advantages in the assessment of taxes upon gifts and donations, and of shares in inheritances and legacies.

3. Grants-in-aid:

There is no legal obligation on the State administration to grant financial aid from public sources to non-governmental organizations. Only the interest of the State in the activities of non-governmental organizations, in so far as they in principle render services important from the public standpoint, leads the Government to grant subsidies to voluntary agencies. The degree of such interest, and the financial state of the organization concerned, are taken into consideration when fixing the amount of the subsidy to be granted. Organizations whose activities are recognized as important and beneficial to the public receive direct grants from the State social administration authorities, to meet:

(*a*) Financial deficits arising from their service; or

(*b*) Outlay on productive investment undertaken within the scope of an approved rehabilitation plan.

D. *Supervision*

The competence of non-governmental organizations in the sphere of child and youth welfare was settled by Law No. 48 of 1947 concerning organization of the care of youth, which provided that such organizations might be allowed to conduct such welfare services, though of course only in accordance with directives issued by the Ministry of Social Welfare in conjunction with the other departments concerned.

The State administration tries to prevent and avoid the splitting up of voluntary organizations' activities; this is why establishment of co-ordinating organs is encouraged wherever there are several organizations working in the same field. Because the activities of voluntary agencies as a rule supplement those of public authorities, there is a trend towards the setting up of co-ordinating organs between voluntary agencies and national committees.

Directives drafted by the Ministry in 1948 were designed to facilitate a co-ordination of the activities of the State administration with those of the non-governmental organizations.

E. *Recognition*

In so far as the State administration deems it appropriate in special cases to trust voluntary welfare organizations with the performance of special tasks, the relationship between public authorities and such organizations is governed by arrangements negotiated in each individual case (e.g., disaster relief).

VIII. Administrative Problems

The principal difficulties encountered in the organization of child and youth welfare are:

(*a*) Shortage of qualified personnel.

(*b*) Shortage of specialized institutions of all types.

Denmark

I. Field Administration

A. *Direct administration by central Government*

Social welfare functions are seldom administered directly by organs of the central Government.

1. The Invalidity Insurance Court:

This serves persons whose working ability it considers to be threatened. Besides deciding whether the conditions for the payment of invalidity awards are fulfilled, it can require them to accept physical, educational, and vocational rehabilitative care, including issue of prosthetic equipment and instruction in its use; it can offer to pay the cost of surgical operation; and it can help purchase machinery or tools or set up a business.

2. The Directorate of Workmen's Compensation:

This also deals directly with its beneficiaries.

B. *Administration by local government units*

Social administration in Denmark is widely assigned to the communes, and, in particular, to two statutory committees which are chosen by the communal councils and are obliged to report to them.

1. The Social Committee:

This is elected by the communal council from among its own members. In communes with a population of more than 2,000-3,000, it maintains a social office with regular hours. It administers special assistance for the handicapped, communal relief, and poor-relief, under the Public Assistance Act. It examines whether the conditions are fulfilled for paying children's maintenance allowances and old age pensions; and it disburses these allowances and pensions and also invalidity pensions. Although relieved of most responsibilities for child welfare, it provides meals for school children.

2. The Child Welfare Committee:

Elected by the communal council, this is composed for the most part of members of that council, but may include a minority of co-opted non-councillors who are presumed to be in possession of special insight in child welfare. It is responsible for determining whether or not a child's upbringing should be placed under public supervision (which is mandatory if it determines that the child comes within certain statutory categories, and is at the discretion of the Committee in other cases); whether or not parental authority over a child should be transferred to the Child Welfare Committee; whether admonition, stipulation, or other measures might lessen the possible need for supervision or transfer; and what arrangements should be made to give effect to their decision. It also grants permits for the taking of children in foster care. It has full jurisdiction over children under the age of fifteen years presenting behaviour problems; criminal charges against young persons aged fifteen to eighteen years are usually dropped by the public prosecutor in favour of some other course of action agreed between him and the Child Welfare Committee, there being no juvenile courts in Denmark. If aware of child neglect, all persons have the right and duty to report this condition to the Child Welfare Committee.

C. *Administration by special-purpose authorities*

There are seven regional Maternity Aid Institutions, each covering several counties and having a travelling staff which holds consultations in various towns. Their managing boards are composed of representatives of the State and the communes, and private citizens nominated by voluntary agencies active in supporting the institutions in financial and other ways. They help pregnant women, both married and unmarried, to meet their need for medical attention, legal aid, domestic help, accommodation, milk, baby clothes and bed linen, advice and instruction, and they arrange adoptions.

D. *Administration by non-governmental organizations*

Administration of sickness insurance and unemployment insurance is primarily delegated to the insured persons themselves, being undertaken by the executive committees of the local or trade organizations of the insured persons, i.e., the 1,610 sick clubs and the sixty-six unemployment clubs, under supervision of the Ministry concerned.

E. *Trends*

There is much discussion of the possibility of effecting a more extensive decentralization of Danish administration. While not having social welfare administration particularly in mind, it has, however, included this branch of administration.

II. Central-Local Relations

A. *Appeals*

Through the extensive right of appeal to a higher instance, uniform administrative practice is secured over the whole country. Appeals go:

1. From communal Social Committees to the twenty-three county prefects, and from them to the Social Minister.

2. From communal Child Welfare Committees to the National Child Welfare Board (composed of a Crown-appointed chairman qualified to be a judge of the intermediate appeals court, one member chosen by the Minister of Social Affairs, the Chief Child Welfare Inspector, and two members chosen by the parliament).

3. From sick clubs to the Directorate of Sick Clubs, and thence to the Social Minister.

4. From unemployment clubs to the Directorate of Labour, and thence to the Minister.

B. *Approval*

The Chief Child Welfare Inspector's confirmation is needed for placement of a child in a residential institution financially supported by the State. His confirmation is no longer needed for transfer of parental authority.

III. Administrative Specialization at the Centre

A. *Functional specialization*

1. The Social Ministry:

This is the last resort in questions arising under the Public Assistance, National Insurance, Maternity Aid, and Juvenile Employment Acts. Acting under the Ministry are:

(*a*) National Child Welfare Board.

(*b*) Maternity Aid Joint Council (advisory); and

(*c*) Juvenile Employment Board.

2. The Ministry of Justice grants and withdraws adoption permits, under the Minority and Guardianship Act. It designates films as unfit or as recommended for children, under the Film Censorship Act. It licenses persons who act as intermediaries in finding foster and adoptive parents. It is the last resort for determining whether persons shall be compulsorily detained in mental hospitals and institutions for the mentally defective. It has limited responsibilities for legal aid to poor persons, aid to persons bound over after conditional sentence, and after-care to persons who have served prison terms.

3. Other Ministries:

Those with supervisory, licensing, or appellate functions in the social field include the Ministry of Labour, Ministry of Education, and Home Office Department of Health.

B. *Clientele specialization*

1. Child welfare organs (see I. B. 2 and II. A. 2 above).

2. Maternity aid institutions (see I. C above).

3. Invalidity Insurance Court (see I. A. 1 above).

4. Danish victims of the Second World War. Compensation has been awarded for death or disablement, under special legislation by which the victims of the German occupation of Denmark have been granted "gifts of merit", compensation for suffering and pain sustained on account of imprisonment, etc., compensation for damage to property, and aid towards the establishment or continuation of business activities, or training, or compensation for special losses sustained. Special offices have been set up in various parts of the country for the administration of this legislation; it was upon the whole the task of these offices to assist the war victims in any way. As a central authority a Compensation Council was established, with representatives of various branches of the Administration and of the Danish resistance movement. Finally a special Ministry was set up to act as the supreme tribunal of appeal and supervisory authority; it also looked

after the interests of the war victims. After the compensations had been fixed for all practical purposes and the cases upon the whole disposed of, the said institutions have recently been discontinued and the remaining part of the work has been transferred to the Social Ministry.

C. *Territorial specialization*

Apart from Greenland and the Faroe Islands, to which the social welfare legislation otherwise in force in Denmark is only applicable under special circumstances, there are no areas within Denmark in which it has been necessary to establish a special administration due to the economic under-development of the area, or to the area being disaster-stricken.

IV. Administrative Co-ordination

A. *Central integration*

Supreme responsibility for most, but not all, social welfare administration, is vested in the Social Ministry.

B. *Local co-ordination*

The Chairman of the Social Committee is always a member, and sometimes Chairman, of the Child Welfare Committee.

C. *Referral*

1. The local Social Committee:

These committees, to which any person who is in need of aid may apply, will upon the whole be able to advise and counsel the person in question, and, if required, refer him or her to the proper agency. Co-operation exists between the Social Committees and those authorities and institutions which are in charge of the administration of special branches of social welfare services.

2. "Social counsellors":

To aid more limited sections of the population, e.g., patients from the hospitals and sanatoria, social advisers are being employed to an ever increasing extent; the task of the advisers is to advise and counsel people who may stand in special need thereof.

3. Maternity Aid Institutions:

These have been established all over the country, with the object, *inter alia,* of instructing and guiding the expectant mother with regard to the forms of help that are available.

V. Finance

A. *General and assigned revenues*

The greater part of Danish social welfare expenditure is covered out of public funds.

B. *Beneficiaries' contributions*

1. Fees:

The charge for foster care, for staying in residential institutions, or for using crèches, kindergartens, and children's centres, is fixed by the Social Ministry but is remitted in the case of persons unable to pay.

2. Work:

(*a*) Paid work. If a person staying in some social welfare institution performs work in that institution, such work will not generally be considered a direct contribution towards the cost in connexion with the operation of the institution, as, generally, a certain amount is paid to the persons concerned for this work, and consequently no question will arise in such cases as to a reduction of the charges payable for the stay.

(*b*) Work contribution. However, pregnant women staying in maternity aid institutions may in suitable cases be required to make certain contributions towards their stay by performing some light work.

(*c*) Work training. The cost of placing children in foster homes and educational homes is not covered through the children's own work. The purpose of employing children at trades, agriculture, horticulture, housekeeping or the like, is to give them a training that will enable them to provide for themselves at the cessation of foster care, but not to cover the expenses of the institution concerned.

3. Dues:

Sick clubs and the unemployment clubs modelled upon them are financed mainly through members' contributions. These contributions, however, are paid by the communes in cases in which their members are deemed unable to pay them themselves. More than one-quarter of the outlay of sick clubs is refunded by the State and the communes; from whom half the income of unemployment clubs is also derived. Cash benefits paid by these clubs are exceeded by the cost of privileges accorded their members by the State and communes, such as free conveyance for medical treatment and reduction of hospital charges to less than half the standard rate.

C. *Voluntary contributions*

While the main functions of maternity aid institutions on behalf of mothers and babies are paid for by the State and the localities served, voluntary contributions meet half the cost of clothes for older children and the whole cost of such other help as the institutions may choose to give.

D. *Cost sharing*

1. Specific State grants-in-aid:

Subsidies are in all cases granted for specified purposes, and frequently take the form of refunds. Refunds are given for part of the cost of placing

children in foster families and institutions. Half the administrative cost of maternity aid institutions is borne by the State. Refunds are granted for the whole charge for special care on behalf of persons unable to meet this charge themselves; four-sevenths of the outlay on old-age pensions if refunded. Invalidity grants are paid by the Invalidity Fund, to which the State contributes, reimbursing nearly half of the cost of the grants.

2. Administrative control over grants-in-aid:

In cases in which the State grants subsidies to meet social expenditure, there is State supervision of the organs charged with the administration of the expenditure concerned. All the accounts are subjected to audit, by communal and county auditors, and by auditors attached to central Government institutions and Ministries. If the local agencies do not observe the obligations imposed upon them, the question may arise in certain cases of loss of the right to have the money made good out of public funds, besides which, e.g., in the case of sick clubs and unemployment insurance clubs, there is a right to withhold the State subsidy temporarily, or even permanently, if the directions given are not observed.

3. Equalization among communes:

Part of the social welfare expenditure of the communes is redivided among them by means of:

(*a*) A pool (the intercommunal refunding alliance), and

(*b*) A specially levied tax (the joint communal fund).

For example, out of the thirty-seventieths of old age pensions borne by the communes, six-seventieths is paid by the commune of residence, fifteen-seventieths is refunded from the pool, and nine-seventieths is refunded by the joint communal fund.

Part of the cost of placing children in foster families and institutions is recovered from the intercommunal pool.

Half the administrative cost of the regional maternity aid institutions is apportioned among the communes and counties within their region in proportion to population, the seat of the institution counting double.

VI. Social Welfare and the National Economy

Various measures have been carried through in Denmark, and various plans made for the combating of unemployment; no collective economic plan of development or employment plan has, however, been prepared. In carrying through the various social welfare measures regard has been paid to the employment situation and the position of the economy as a whole. It should thus be mentioned that in periods in which agriculture has been particularly in need of labour, the employment service has preferably directed unemployed workers to agriculture. In order to turn labour of disabled persons to account in trade, employment measures have been

carried through for handicapped persons, including attachment of medical and social advisers to employment offices.

VII. Personnel

A. *Extent of the use of trained social workers*

The greater number of the persons concerned with the administration of the social welfare services have not undergone any actual professional training in social welfare work, whereas the officers in the Social and Labour Ministries, and in the institutions under these Ministries, hold a university degree in either law or economics, as do the directors of social welfare administration in some large municipalities. The training of the rest of the staff is mainly clerical.

1. Pre-service training:

Professional training takes place at the "Social Welfare Service School," which in two-year courses trains social workers ("social counsellors"). These are, more particularly, attached to the maternity aid institutions, whose directors and counsellors are required by law to undergo such a training (or some other training which is considered equivalent to, or more advanced than, this training). Social counsellors are attached to hospitals, especially to the psychiatric departments; to the employment service offices, where they are, more particularly, concerned with vocational guidance and assistance to handicapped persons; to the social committees, by which they are sent out to visit the homes of applicants; to the prison authorities; and to some few private philanthropic institutions. They also work as visiting district nurses attached to the tuberculosis dispensaries, and, to a certain extent, as assistants in the preparation of social research projects. However, the school has only been in existence for comparatively few years, and so far has only trained a rather limited number of social workers.

2. In-service training:

(*a*) A less advanced training has been organized by a religious, philanthropic association, whose courses, of three months' duration, are mainly intended for persons who are already attached to the social welfare service administration, and who, through this instruction, are given a better theoretical knowledge of social welfare legislation, and of social conditions as a whole. The people attending these courses are partly persons in public service, more particularly the child welfare service and the Social Committees, and partly persons attached to private agencies, such as children's homes, nursing institutions run by the church, etc. Nurses attached to lunatic asylums and institutions for the mentally defective also receive this supplementary training in certain cases.

(*b*) The individual municipality generally sees to it that its staff gets a certain training. It may thus be mentioned that the municipality of Copenhagen arranges for all employees who want to attain "senior grade clerk-

ships", to go through a four-year theoretical course in the administration of the social welfare services, while at the same time receiving a practical training. At the end of the course they have to pass a test.

B. *Use of unpaid social welfare workers*

1. Committee work:

Much administrative responsibility is placed on lay committees. All technical and professional qualifications for their membership have been abolished; but, when a Child Welfare Committee is considering whether to remove a child from its home, the local civil judge of lowest instance has to be present, to advise the Committee on the law, to direct its investigations, and to participate in its deliberations, but not to vote.

2. Guardianship functions:

Unpaid "supervisors" (*tilsynsfoerende*) are charged by the Child Welfare Committees with general supervision each of a certain number of children. For children under one year, these supervisors have to be women. For children under seven years, they are usually women. This service is a compulsory public duty; but it is often entrusted to a public health nurse with social training.

"Supervising guardians" (*tilsynsvaerge*) are charged by the Child Welfare Committees with special supervision in cases in which it may be necessary to visit frequently and see to it that the parents or guardians do their duty. They are usually chosen from among members of the Child Welfare Committee; but the Committee is also free to employ paid and, if possible, trained social workers.

VIII. Non-Governmental Organizations

A. *Kinds used*

1. Mutual aid organizations:

Administration of sickness and unemployment insurance, and to a certain extent workmen's compensation, has been delegated to the insured person's own organizations, that is, the sick clubs and unemployment clubs, and to the joint-stock companies engaging in accident insurance. Trade unions and employers' associations play an important part in administration of labour laws, but not in administration of social welfare activities.

2. Private religious and philanthropic organizations:

Private initiative of individuals and associations has created many institutions and agencies, especially in the fields of child welfare and special care.

B. *Extent of use*

Under private operation are most residential institutions for children; most day care centres, such as nurseries, kindergartens and spare-time

centres, for "preventive" child welfare; most institutions for "special care" and rehabilitation of handicapped persons; some school feeding; parochial "children's dispensaries" (but not maternal medical care, which is assured by sick clubs and Social Committees); home nursing (but not public health visiting, which in most communes is assured by public health nurses).

Denmark being a small country, one specialized institution may meet the needs of the whole kingdom, regardless of whether its foundation was due to private or public initiative.

C. *Finance*

Public authorities contribute in two ways to the financing of non-governmental organizations that help them fulfil their statutory duties:

1. The standard charge for service is paid by a Government organ (usually the local Social Committee) when the person or family in need of the service is unable to pay for it.

2. Grants are made in aid of capital or operating costs since the standard charge seldom suffices to meet all expenses. The question of laying down more uniform rules for the granting of subsidies is under consideration.

(*a*) Preventive child welfare agencies: subsidies are usually granted by the public authorities (the State and the municipalities) of 70 per cent of operating expenses.

(*b*) Other child welfare institutions:

(i) Subsidies to make up the deficit are in certain cases granted out of public funds, to the extent to which the expenditure is not covered by payments from persons who are responsible for the maintenance of the children, or from the Child Welfare Committee or by other receipts of the institutions (from gardening, horticulture, etc.).

(ii) In other cases a fixed amount is granted, e.g., according to the number of inmates in the institution, or in proportion to certain expenses, and in other cases again a combination of the two forms of subsidies is used.

(*c*) Private "special care" institutions:

(i) Subsidies are in some cases granted in such a way that the working deficit is covered by public grants.

(ii) In other cases the institution receives a certain amount per day, or per year, per patient.

(*d*) Other private institutions. In their case, no fixed rules have, generally speaking, been laid down for the payment of State subsidies, which most often are granted according to an estimate made in each particular case on the basis of the accounts of the institution.

(*e*) Unemployment clubs, public grants are made not only proportionately to members' contributions, but also on the principle that the largest grants should be given where the annual earnings in a trade are lowest.

D. *Supervision*

1. Special care:

Approval is dependent on satisfaction of conditions laid down by l or by the Ministry, and is an essential pre-requisite to public financing.

Approval of the Social Ministry is needed for the premises, inter regulations, personnel rules, and choice of superintendent of "spe care" institutions. These are also subject to continuing inspection by Ministry's Director of Special Care.

2. Child Welfare:

Approval of the Social Ministry is needed for preventive child welf centres, children's residential institutions, and child welfare agencies. T approval is given on the advice of the Chief Inspectorate of Child Welfa which also carries out continuing inspection of the children's residen institutions from the points of view of both child training and institutio management.

3. Social Insurance:

Approval of the Social Ministry is needed for sick clubs and unempl ment insurance clubs.

IX. Administrative Problems

The chief difficulties in child welfare are due to lack of adequate acc modation and shortage of expert staff. These difficulties make themsel particularly felt in respect of institutions for preventive child welfare (nurseries, kindergartens, and spare-time centres).

France

I. Field Administration

A. *Direct State administration*

The State itself does not deal directly with social welfare beneficiar except in so far as Ministries or nationalized undertakings provide so workers for their own employees.

The State administers no social assistance except temporarily for g filling, while awaiting the development of insurance coverage for all tions of the population.

Instead, the State relies upon local action, usually through *ad hoc* l authorities, non-governmental organizations, and the usual organs of l government.

B. *Administration by organs of local government*

1. By prefects and *départements:*

(*a*) Child assistance:

One of the aims of this service is to put neglected and deserted children under the care and protection of public authority. The decision as to the kind of help to be accorded is made by administrative officials after visit and report by social workers. Responsibility is delegated by the prefect to the inspector of public assistance:

(i) Protection of children whose family ties have been weakened but not broken:

Supervision of children placed in the custody of others;

Granting of monthly allowances (e.g., for rent) on behalf of a child;

Placement of infant (up to two years of age) with wet-nurse or foster parent;

Temporary custody during family emergencies;

Custody.

(ii) Guardianship of wards of the State (100,000 children) by the prefect or his representative with the help of an appointed committee as "family council".

This includes passage of the child through a reception centre and, if it is a baby, a weaning centre, followed by placement in a rural foster family. This family is compensated both by regular allowances and by bonuses for survival or good care. Supervision is facilitated by grouping foster placements around a "placement supervision centre". Categories of children covered include:

Children without means of subsistence;

Neglected children, all parental power over whom has been transferred to the Child Assistance Services (35,000 children);

Foundlings;

Relinquished children (Relinquishment offices are designated by the prefect. Alternatives to relinquishment are offered. These include houses designated by the prefect for reception of mothers and babies, and a non-renewable cash payment to meet immediate needs);

Children who are without support because of the war enjoy special privileges as "wards of the nation".

(*b*) Maternal and infant welfare (under ordinance of 2 November 1945):

Responsibility rests with the *département* medical officer of health, assisted by a chief social worker, and acting under rules approved by the General Council of the department.

(i) Consultation centres, dispensaries:

These are intended to include pre-natal and post-natal consultations for mothers; consultations for babies (up to two years of age) and toddlers (three to five years of age); and consultations in case of sterility. Patients are referred to specialized facilities for treatment and care, including incubators and lactaria for premature babies, most specialized hospitals and dispensaries being provided and operated by the *département*. Dispensaries are provided by both public and voluntary agencies, the latter being reimbursed for approved expenditure provided that they meet certain conditions. It is intended to have a centre in each "sector" (8,000-20,000 population) into which the department is divided. Realization of this plan has been delayed by lack of money, materials, and personnel. Home visits by social workers are preferred to consultation at dispensaries. Every department is obliged to provide in its budget for the provision and operation of consultation centres, remuneration of physicians and social workers, and reimbursement of co-operating voluntary agencies.

(ii) Inspection of maternal and infant welfare facilities:

Authorization by the prefect on the advice of the medical officer of health is needed for operation of homes for mothers, day nurseries, weaning centres, breast-feeding rooms, supervised placement centres, consultation centres, child-placing agencies, child-minding places, and kindergartens.

2. By mayors and communes:

(*a*) All communes have public assistance bureaux. Requests for mandatory relief are addressed to the mayor and are acted upon by district boards (*commissions cantonales*). Some communes have beneficence bureaux which grant optional relief. These bureaux have administrative committees composed of the mayor, two persons elected by the municipal council, and four persons appointed by the prefect.

(*b*) Some communes have general hospitals for the sick and hospices for the old, infirm, and young. Those that do not have their own hospitals and/or hospices, send persons entitled to these kinds of assistance to public or private establishments in other communes that have been placed upon an approved list by the General Council of the *département*.

It is usual for hospitals to have their own social workers, who tend to confine their direct contacts to the patients in the hospital, leaving home visiting to other social workers.

(*c*) Many social welfare activities are engaged in by municipalities at their option, with the consent of the prefect.

C. *Administration by autonomous organizations*

1. Social insurance funds (under ordinance of 4 October 1945):

These have their own form of organization. Their governing bodies consist three-quarters of representatives of wage-earners and one-quarter

of representatives of employers. They are entrusted with the administration of compulsory contributions, and operate within territorial limits fixed by the State. They are organized primarily on a *département* basis, but are grouped by regions and are usually subdivided by enterprise and/or locality. They not only administer social insurance, but also engage in many social welfare activities, mainly of a constructive or preventive nature.

(*a*) "Social security funds":

Besides paying cash benefits, these finance "health and welfare activities".

The "primary social security funds" (of which, as a rule, each *département* has at least one, for insurance against short-term disability), and the regional social security funds (mainly for insurance against long-term disability and old age). They arrange for "health and welfare activities" to be provided either by themselves or by other agencies which they subsidize for this purpose. Such activities include:

(i) Provision of social workers to help with both short-term and long-term invalidity, and to help in the social adjustment of the patient and his family as well as to add to the effectiveness of medical care;

(ii) Contribution to the training of social workers, both by granting studentships and by maintaining the funds' own national school of social work;

(iii) Reimbursement of the cost of treating handicapped and maladjusted children and adults in hospitals and clinics and grants in aid of the working expenses of medical services for the handicapped.

(iv) Granting supplementary aid to beneficiaries to help them meet special expenses due to sickness;

(v) Cures at spas;

(vi) Subsidies for building preventive and other institutions.

(*b*) Family allowance funds:

The 110 primary family allowance funds (of which most *départements* have one) are allowed to spend up to 3½ per cent of their cash benefit expenditure on welfare activities.

These include:

(i) Direct help to families:

Counselling by social workers employed by the fund;

Provision of domestic help;

Training in home management;

Vocational guidance;

(ii) Training of home management demonstrators and domestic helps, and contributions to the cost of training social workers;

(iii) Supplementary benefits, such as lump-sum grants for purposes such as apprenticeship, enlarging an owner-occupied house, or decorating an apartment; also extension of children's allowances beyond the statutory age limit, on behalf of students;

(iv) Grants in aid of day nurseries, milk kitchens, vacation camps, and other facilities on behalf of children, provided for the most part by voluntary agencies;

(v) Grants in aid of the operating expenses of re-educative services for maladjusted children;

(vi) Subscription to books and magazines on infant care, family laws, etc., for delivery to insured families;

(vii) Loans to public housing authorities (which might, e.g., get 5 per cent from a family allowance fund, 5 per cent from local government, and 90 per cent from the State).

(*c*) Agricultural mutual aid funds:

In one-third of the cantons (950 out of 2,800) the *département* agricultural mutual aid funds employ social workers to furnish information, advice, counsel, and referral for their members; also to act as public health nurses. Their range of action depends on bicycling facilities. In about fifty cantons these social workers are attached to rural settlement houses, the social worker being paid by the mutual aid fund, and the settlement house provided from some other source. In some of these cases, the settlement house provides accommodation also for a home management demonstrator and a public health nurse—the social worker, home management demonstrator and public health nurse thus constituting a three-person team.

2. Business undertakings:

(*a*) Personnel management:

One of the starting points for French social work was the work-place. Many large concerns have long employed social workers for the purpose principally of helping employees at their request, to solve their family problems. Among nationalized industries, this is the practice of the railways, but not the coal mines. Some concerns, but not so many, have also employed a specialized kind of counsellor for handling the social problems of the work-place itself, rather than of the worker's family. These social workers and works counsellors are appointed by the management in agreement with the works council, and are administratively responsible to the management. They also act as technical advisers to works councils. Undertakings with more than 250 wage-earners are obliged to provide a social work service (law of 28 July 1942), which operates at the work-place in support of family welfare services. All undertakings and associations with

wage-earners are also obliged to organize and pay for a medical service (law of 11 October 1946), which is provided by medical doctors in co-ordination with the social work services and the works council. In nationalized undertakings the social welfare services are up-to-date and highly developed.

(*b*) Works councils (under ordinance of 22 February 1945):

The competence of these elective bodies extends to welfare activities, which include (under decree of 2 November 1945 as amended by the law of 16 May 1946):

(i) Provident and co-operative self-help agencies (mutual aid societies, agencies for old people);

(ii) Welfare activities aimed at the improvement of living conditions (canteens, consumers' co-operatives, housing, workers' gardens, day nurseries, vacation colonies);

(iii) Leisure-time occupation and sports organizations;

(iv) Vocational or educational agencies attached to, or dependent on, the business enterprise (apprenticeship and vocational training centres, libraries, study groups, general educational courses, home management demonstration, etc.);

(v) Social welfare services charged with:

a. Caring for the well-being of the worker in the business concern, facilitating his adjustment to his work and collaborating with the concern's health service;

b. Co-ordinating and promoting social activities decided upon by the works council and the management.

(*c*) Mutual aid societies (under ordinance of 19 October 1945):

Social insurance benefits may be supplemented by mutual aid societies:

(i) As an optional form for contributory co-operative self-help under workers' councils, for the purpose of "encouragement of motherhood and protection of child and family" and "moral, intellectual and physical development of their members";

(ii) As a mandatory form for contributory, co-operative self-help under works councils when aimed at "the prevention of social risks and the reparation of their consequences".

(*d*) Local sections of social security funds (under decree of 8 June 1946 amended by decree of 16 January 1948):

Benefits are made available locally, on behalf of the primary social security funds, by local sections or correspondents. Mutual aid societies, acting alone or together, are authorized to fulfil this function. If they do not do so, the correspondent for the undertaking is selected by the works council.

II. Relations between Centre and Field

An important experiment has been made in dual control over the social welfare activities of social insurance funds:

A. *Non-governmental standard setting*

Technical guidance is given by voluntary federations of autonomous funds with an eye especially to their optional health and welfare action:

1. The National Federation of Social Security Organs sets standards by means of:

(*a*) A monthly review.

(*b*) A periodic conference.

(*c*) A school for training social workers and providing in-service training to fund staffs.

2. The National Union of Family Allowance Funds publishes a fortnightly review and technical books and pamphlets.

3. The Union of Central Funds for Agricultural Mutual Aid has a director and an inspector-general of social welfare activities.

B. *Governmental regulation*

Administrative direction and auditing are by the competent Ministries or other governmental organs:

1. The Ministry of Labour's Social Security Council gives advice prior to the issuance of administrative regulations and circulars. Procurement, construction, and alteration of property for use in the health and welfare activities of social security funds are subject to prior authorization by the Minister of Labour and Social Security acting on the advice of the National Social Security Fund. Sixteen regional social security commissions, presided over by a representative of the Ministry of Health and Population, and composed of officials from various Ministries as well as representatives of funds, have to approve before a fund can engage in social welfare activities, either directly, or indirectly through a voluntary agency (subject to decision by the Ministers of Labour and Social Security and of Public Health and Population) if a regional commission refuses to approve action proposed by a primary fund).

2. The Ministry of Agriculture, through its director of vocational and social affairs, exercises a similar control over agricultural mutual aid funds.

III. Administrative Specialization at the Centre

A. *Functional specialization*

1. The Ministry of Health and Population:

(*a*) The population side of this Ministry, under its own director, is essentially concerned with family life as an instrument of demographic policy.

Its responsibilities include:

(i) Public assistance;

(ii) Upbringing of handicapped children;

(iii) Training of social welfare workers; and

(iv) Immigration of workers' families

(*b*) The public health side is responsible for:

(i) Maternal and infant protection;

(ii) Tuberculosis, venereal diseases, and prostitution.

(*c*) In each *département* it is represented by a health director and a population inspector.

2. The Ministry of Labour and Social Security:

The social security side of this Ministry, under its own director, is essentially concerned with the work of the social security and family allowance funds. Its Technical Committee for Health and Welfare Activities draws up a health and welfare programme for the social security funds within the general framework of the health and welfare policy of the Ministry of Health and Population.

B. *Clientele specialization*

1. Workers in nationalized undertakings:

Special provision is made for the welfare of workers in the various forms of economic undertaking under State control (e.g., the merchant marine, the coal mines, and the railways). Thus workers in the coal-mining industry have their own health insurance, family allowance, and mutual aid funds, and their own housing, co-operatives, and vocational training; and the industry does not employ social workers.

2. International migrants:

Social service to migrants is provided by the combined action of the Ministry of Labour and a non-governmental organization specializing in this field (International Social Service). It helps regroup families in danger of being broken up by migration, including families bound for other countries via France. It helps immigrants in France obtain all the services and benefits to which they are entitled, provides them with help when they are in legal difficulties, and calls the attention of the authorities to defects in law and administration.

3. Students:

Students are specially provided for. The Government has established a national centre for agencies serving student youth, with subsidiary regional centres in each university city. Each centre is concerned with:

(*a*) Housing (controls and construction).

(*b*) Restaurant (operation and inspection with part-payment by student).

(*c*) Material assistance (clothes, food, etc., paid for out of concerts, etc.).

(*d*) Medical care (additional to preventive medical service).

(*e*) Recreation (meeting places, etc.).

Other co-ordinated activities on behalf of students are for special categories (e.g., war victims, colonials, foreigners) or for special purposes (student sanatorium, travel office, etc.).

4. Overseas French:

"The Colonial Social Service" of the Ministry of Overseas France is equally responsible for:

(*a*) Service to overseas students.

(*b*) Service in overseas France.

C. *Territorial specialization*

The public assistance of the City of Paris combines responsibility for:

(*a*) Public assistance, for which communes are elsewhere responsible.

(*b*) Child assistance, which comes elsewhere under the departmental population inspector (since 1946).

(*c*) Maternal and infant welfare, which comes elsewhere under the departmental health director.

IV. Administrative Co-ordination

A. *Central co-ordination*

Such central co-ordination as exists is mainly in the form of the grouping together of many social welfare activities in two Ministries of wide scope:

1. The Ministry of Health and Population.
2. The Ministry of Labour and Social Security.

B. *Regional co-ordination*

Regional social security funds and commissions may promote, plan and control the development of social welfare activities and facilities, with the minimum of overlapping.

C. *Local co-ordination*

General co-ordination of all social casework is foreseen in the social security ordinance 1945, but has until now occurred only in the *départe-*

ments of Meurthe-et-Moselle (Nancy) and some communes and *arrondissements* in the *département* of the Seine. In these last the services of the various generalized social workers, paid by their own agencies, are pooled; each is given her own neighbourhood (*secteur*); and they are co-ordinated by a "delegate social worker", nominated by her colleagues by secret ballot, appointed by the prefect with the consent of the mayor, and paid by the *département*. They operate from the town hall, give information, advice and counsel; visit and investigate at request; and keep a central index.

A statutory framework for mandatory co-ordination of social casework with each *département* was considered by parliament in 1948.

D. *Referral centres*

1. Many populous municipalities maintain a citizens' advice bureau (*permanence d'entraide sociale*), staffed by an experienced social worker, at the town hall. Its advice is used by the mayor in granting emergency relief; and in some places it becomes the point around which a co-ordinated casework service is organized.

2. Settlement houses (*centres sociaux*) serve a similar purpose in some Paris *arrondissements,* urban and suburban communes, and rural cantons.

V. Finance

A. *General revenues*

These are of increasing importance as a means of financing social welfare activities administered by organs of local government (e.g., Paris public assistance outlay in 1948 amounted to 10,000 million francs, of which 5,500 million were met by the City).

B. *Special revenues*

1. Assigned revenues:

Many social welfare activities administered by organs of local government were formerly financed from special sources of revenue, such as entertainment taxes (*droits des pauvres*), donations, bequests and endowments.

Since 1914 these special sources of revenue have become inadequate, owing partly to expansion of activities, and partly to depreciation of the currency. In the scale of relative importance, they have yielded first place to a new kind of special revenue (C below) and to the meeting of deficits out of general revenue (A above).

2. Gifts:

(*a*) Voluntary contributions earmarked for "the poor" without dedication to any special purpose have long been administered by communal beneficence bureaux (see preceding paragraph).

(*b*) Many non-governmental organizations provide accommodation for anti-tubercular dispensaries, maternal and infant consultations, and home-management demonstration.

C. *Beneficiaries' contributions and management contributions*

1. "Collective wages" (*le salaire social*) are of two kinds:

(*a*) Payroll levies, such as those levied under the social security ordinance, 1945, at the following rates (other rates being levied for workers under "special régimes"):

	Per cent of payroll		
	Deducted from worker's wage	*Paid by employer*	*Total*
Old age, invalidity, social insurance (sickness, maternity, death)	6	10	16
Family allowances	0	16	16
Work injuries (average)	0	3	3
	6	29	35

Contributions are based on the first part (at present, Frs. 264,000) of annual earnings. The real cost of social security is about 30 per cent of the total wage bill, with 5 per cent borne by the wage-earners and 25 per cent by the employers.

The cost of paid holidays should be added. This is borne by employers and averages 6 per cent of the total wage bill.

(*b*) Management contributions to social welfare activities managed or supervised by works councils.

Collective wages reach the beneficiary in two forms:

(*a*) Cash benefits in certain specified contingencies.

(*b*) Access to many health and welfare facilities and services:

(i) Mandatory, covenanted (e.g., medical and hospital care);

(ii) Optional, uncovenanted (e.g., holiday camps, day nurseries, family casework); the cost of those optional health and welfare activities that were paid for through social insurance amounted to 0.75 per cent of the nation's wage bill in 1948.

Contributions on account of self-employed persons are charged entirely to the potential beneficiaries, and permit a narrower range of benefits.

Contributions on account of rural workers are differently calculated and are supplemented by the State.

In order that regional old age funds may engage in welfare activities (especially housing) on behalf of the aged, it is proposed that they have

a capital account, to be formed partly from reserves accumulated before the switch to a current assessment system and partly from reserves accumulated through a time lag between the raising of contributions and the raising of benefits during the post-war inflation.

2. Part of the expense of some services is met by a below-cost charge to the user (e.g., medical and hospital care, of which 20 per cent of standard charges is met by the patient, also day nurseries, holiday camps, home helps, etc.).

D. *Cost sharing*

There are no block grants for equalization purposes. Grants-in-aid are for specific purposes. For obligatory assistance, each department not only draws on State help according to a scale based on relative population and wealth, but also apportions part of the cost among its own communes according to their population and wealth.

VI. Relationship between Social Welfare and Economic Development

A. *The Monnet Plan*

The general planning office (*Commissariat général du plan de modernisation et d'équipement—"Plan Monnet"*) includes a Commission on Consumption and on the Modernization of Social Welfare Facilities (*Commission de consommation et modernisation sociale*).

It has proposed that every school serve meals and that half the school children be fed; that milk be brought within reach of every child; that milk pasteurization be favoured; that there be established 100 milk kitchens, 15,000 day nurseries, twenty-four-hour nurseries for 1,000 infants, 1,800 maternal consultations, 3,000 infant consultations, vacation colonies for one million children, 1,000 youth centres with sports facilities, 1,000 rural community centres, 1,000 youth hostels, reform of institutions for the blind and deaf and dumb, and the creation of schools of social work able to train 10,000-15,000 social workers in the course of the five years, 1947-1952. In making these proposals, it has envisaged consumption levels in terms not only of human needs but also of national production; it has assumed a concomitant development of social security and a steady expansion of both national income and population.

B. *Attempted correlation between productivity and social security*

The law of 22 May 1946 for expanding social security to all sections of the population, attempted to correlate this expansion with increase of productivity. Old age insurance was to reach everybody when the index of production should reach 110 (1938 = 100); and other social insurance coverage when it should reach 125. In fact, although the industrial production index reached 131 in June 1949, this extension did not occur;

an attempt to extend old age insurance to the whole population in 1947 failed to make headway against the difficulty of collecting contributions from non-wage-earners.

C. *Social measures with a view to future productivity*

Post-war productivity being insufficient to assure minimum adequacy for all non-producing consumers, a distinction has been made:

1. In the interest of future productivity and population, allowances on behalf of the young have been comparatively adequate.

2. To the old, the allowances granted have been relatively inadequate.

D. *Currency depreciation*

This has resulted in:

1. A decline in the financial autonomy of endowed public assistance organs.

2. Inadequacy of covenanted social security benefits, with the result that they have been increasingly supplemented by voluntary activity agreed upon between management and works councils.

VII. Personnel

A. *Kinds of Government-recognized social welfare workers*

1. Social workers (*assistantes sociales diplômées de l'Etat*):

The Ministry of Health and Population fixes the curriculum and grants the diploma. Professional training is given in sixty-five schools, of which sixty-one are non-governmental. The training lasts three years, and for the first two is common to social workers and visiting nurses. The training is parallel with, but outside of, the universities. A distinction is commonly drawn between the general social worker (*polyvalente*), whose contacts are mainly with the family in the home, and the specialized social worker, whose contacts are mainly with individuals in hospitals or factories. Special diplomas for colonial and rural social work are obtainable from the respective Ministries. All certificated social workers are women.

2. Visiting nurses (*infirmières visiteuses diplômées de l'Etat*):

These are normally limited to bedside nursing, leaving to social workers the primary responsibility for the health education of families.

3. Industrial welfare workers (*conseillères industrielles*):

The Ministry of Labour and Social Security (under decree of 6 November 1946) grants a diploma for which are eligible not only women with State social work diplomas or university degrees, but also girls with eight years of industrial experience, after one year of special training begun after reaching the age of twenty-five. The management of concerns over

a certain size is under a statutory obligation to employ social workers; but these do not have to be certificated industrial welfare workers.

4. Child care supervisors (*puéricultrices diplômées de l'Etat*) :

The Ministry of Health and Population (decree of 13 August 1947) is prepared to grant a diploma in puericulture, with the intention that this become obligatory for all persons other than medical doctors employed as directors of publicly financed maternal and child protection agencies. After one year's additional training, this diploma is available to social workers, nurses and midwives.

5. Home-management demonstrators (*monitrices et professuers d'enseignement ménager familial*) :

The Ministry of Health and Population grants this diploma. Most of the training is paid for, and the trainees are employed, by family allowance funds.

6. Institutional managers (*économes sociales*) :

The regional population inspector grants this *certificat d'aptitude,* for persons who will manage the material side of the life of a social welfare institution.

7. Home helps (*travailleuses familiales*) :

Under decree of 9 May 1949, a certificate is granted on grounds of skill and practice; it is obligatory in services financially supported by the Ministry of Health and Population, the social security funds, and the family allowance funds. Many visiting housekeepers have been trained and employed by family allowance funds and by mothers' aid societies (*l'Aide aux mères*). A distinction has thus been introduced between the qualifications needed for the visiting housekeepers that are publicly provided for reasons of public policy, and the domestic help which is privately employed for purposes of private convenience. For the latter, there exists a *certificat d'aptitude professionelle d'art ménager.*

8. Child care workers (*aides maternelles*) :

The Ministry of National Education grants this *certificat d'aptitude professionnelle* under *arrêté* of 14 March 1949. It is inadequate for work financed by the Ministry of Health and Population or the social security or family allowance funds, but not for other child caring services.

9. Vacation-camp leaders and counsellors (*directeurs et moniteurs de colonie de vacances*) :

The Ministry of National Education, through its regional offices (*académies*), grants this diploma under *arrêté* of 5 February 1949.

B. *Extent of use of trained social workers*

1. Trained social workers are very numerous (about 20,000 altogether, of whom one-fourth are at work; 2,000 in Paris alone). They are re-

sponsible for health education, and for referring persons and families to agencies capable of helping them. They aim at being counsellors rather than investigators. They do not administer public assistance. Their employment by family allowance, social insurance, and agricultural mutual aid funds, is not mandatory, but is encouraged by the national federations of these bodies as an especially constructive health and welfare activity. Large business enterprises, both public and private, and Government departments, are expected to employ social workers on behalf of their own personnel. Hospitals and prisons are expected to employ them on behalf both of their personnel and of their inmates.

2. Social assistance is administered by civil servants, and social insurance by employees, who are seldom social workers. Investigation is usually by male employees or civil servants and not by social workers.

C. *Personnel practices*

1. Training:

The practice by which an agency makes a grant towards a young person's training, on condition that he will work for it for a term of years, has recently been greatly extended, as several public or quasi-public agencies have opened their own schools.

(*a*) The *département* of the Seine trains its social workers in its own school of social work, just as it trains its teachers in its normal schools. The *Assistance publique* of Paris trains its social workers much as it does its nurses. The National Federation of Social Insurance Organizations operates a national school on behalf of member organizations.

(*b*) Family allowance funds similarly train home-management demonstrators and home helps.

(*c*) The Ministry of Labour and Social Security operates a small school for industrial welfare workers.

2. Civil service status versus contractual employment:

(*a*) Civil servants are recruited by competitive examination; they are entitled to posts; their promotion and discipline are subject to a joint council; and they are entitled to pensions. Social workers are not usually civil servants, but are employed on contract. In 1949 the Ministries concerned agreed on model regulations for *département* social workers, under which these would have the same rights as civil servants.

(*b*) Contracts of employment between social insurance funds and their staffs are governed by collective contract negotiated with trade unions. These contracts cover social workers, but allow them to count seniority from the beginning of their professional work instead of from their entry into the employment of the particular fund. Grievances are heard, and professional standards upheld (as for all categories of skilled worker) by *conseils de prud'hommes,* except in so far as collective contracts provide for joint councils.

3. Remuneration:

Social workers, nurses, and primary school teachers, have approximately the same level of salary. Salary scales for persons employed by the Government are fixed by circular letter of the Ministry of Finance. Those of employees of social insurance funds are fixed by collective contract.

4. Advancement:

The fact that social workers are not part of the civil service administrative hierarchy, limits them to operating, intermediate, and supervisory posts. New lines of promotion have been opened up since the war, leading to positions of chief social worker to regional social security and family allowance funds.

D. *Unpaid social welfare workers*

1. In public assistance:

At Paris the *Assistance publique* has 600 "volunteer administrators" and 1,200 "volunteer commissioners" to make initial inquiries in connexion with both compulsory assistance and optional beneficence; as friendly visitors they call on each regular recipient of compulsory assistance at the end of each month, to take him the registration card which he will have to produce in order to be paid at the beginning of the month.

At Paris each beneficence bureau acts through a "permanent delegation" consisting of the mayor and four volunteer administrators.

2. In judicial administration:

In many population centres, volunteer investigators help juvenile courts by inquiring into the social environment from which delinquents come. Most probation officers are volunteers.

VIII. Semi-Governmental and Non-Governmental Organizations

A. *Kinds used by the Government*

1. Social insurance funds (see I. C. 1 above):

These bodies fulfil a public function. Contribution and membership are compulsory.

2. Works councils and mutual aid funds (see I. C. 2 above):

The former are mandatory but autonomous. The latter are voluntary (ordinance of 19 October 1945).

3. Family associations (under ordinance of 3 March 1945):

These local, departmental and national associations of heads of families have obtained governmental acceptance of the policy of "equal work, equal standard of living regardless of size of family", in place of "equal work,

equal pay". They have statutory representation on the governing boards of all social insurance funds, and they run candidates for elective places on those boards. They may prosecute for abortion and other social offences. They serve their members' interests also by providing legal aid, family aides, holiday camps, mending rooms, co-operatives, etc.

4. School-care associations (*patronages scolaires*):

For Government promotion and co-ordination of those interested in students in secondary schools and institutions of higher learning (see III. B. 3 above).

5. International Social Service:

For Government collaboration (see III. B. 2 above).

6. Services for maladjusted children:

Grants from the National Social Security Fund in aid of agencies serving maladjusted children are conditional on these agencies belonging to a regional association, whose governing body includes representatives *ex officio* of administrative and judicial organs and social security funds as well as representatives chosen by member agencies, and whose purpose is to promote co-ordination and to fill gaps.

7. Employers' associations:

The national federation of regional associations of employers aims at co-ordinating the attitudes and policies of the various employers and employers' associations in many matters, including industrial welfare policies. It promotes welfare activities, and operates a social welfare publishing house (*Editions sociales françaises*).

8. Settlement houses:

Settlement houses provide accommodation for public dispensaries (maternal and infant protection and anti-T.B.) and serve as centres for neighbourhood social workers. Some rural settlements contract with agricultural mutual aid funds to provide accommodation for social welfare workers in return for the mutual aid funds paying them. The national Federation of Social Centres has admitted denominational settlements since the war, but does not admit political ones.

B. *Relations between governmental and voluntary welfare activities*

1. The extent to which voluntary action is used and supervised depends on the changing emphasis given under varying circumstances to two complementary factors:

(*a*) A tradition of State leadership and control; and

(*b*) A tradition of voluntary benevolence.

2. There is a general recognition that social solidarity may be expressed as much through voluntary, as through governmental action; that the two ought to work together, and that the duty of the State is to provide a legal framework for voluntary action and to use its compulsive powers on behalf of voluntary action. No hard and fast line is drawn between the voluntary and the governmental.

3. There is wide-spread distrust of centralized bureaucracy and preference for autonomy and voluntary initiative, on the part of:

(*a*) Workers bred in the syndicalist tradition.

(*b*) Catholics and Protestants who feel that in a country of marked ideological diversity, the moral needs of people can be best ministered to through voluntary agencies.

(*c*) Persons who believe enterprise and initiative to be essential to progress.

(*d*) Partisans of solidarity by consent rather than by State compulsion.

(*e*) Persons who stress the desirability of wide-spread public participation and responsibility in a democratic republic.

C. *Financing*

1. Small grants are made by the State and its local sub-divisions, in aid of agencies for the handicapped, mutual aid societies, etc.

2. Communes (or, if these are financially unable, *départements*) are obliged by law to provide office accommodations, meeting places, and office materials, on behalf of all mutual aid societies that so request.

3. Tax immunity is granted to mutual aid societies, workers' garden societies, etc. This immunity includes stamp and registration duty, and two-thirds of the municipal tax on funerals.

4. The Government's taxing power is used to collect contributions on behalf of social insurance funds, whose territorial jurisdiction the State also determines.

D. *Supervision*

Non-governmental organizations come under multiple supervision:

1. They have to work within the framework of certain laws, such as: Law on Associations 1901, Ordinance on Mutual Aid 1945, Law on Trade Unions 1884.

2. They are subject to inspection by the competent public authorities in the various functional fields, such as child assistance and maternal and infant welfare.

3. Social insurance funds may participate in their management as a condition of participating in their financing; voluntary agencies subsidized

by social insurance funds do not thereby become liable to the same State control as is exercised over those funds themselves.

E. *Recognition*

Two autonomous organizations have enjoyed the special patronage of the State:

1. Permanently—the French Red Cross.

2. In wartime—the *Entraide française* (dissolved 21 January 1949).

Both have been organized under State sponsorship, with branches in every department and commune, so as to facilitate the mobilization of the resources of every part of the country, and their direction to the areas stricken by disaster. When both have functioned simultaneously, the tendency has been for the Red Cross to specialize in meeting health needs, including all needs of infants (up to two years of age), and for the *Entraide* to specialize in meeting general needs of families and individuals, such as communal feeding, emergency shelter, and restoration of domestic housekeeping.

Greece[3]

I. Field Administration

A. *Direct administration by the national Government*

Most governmental social welfare activities are performed by the various national Ministries, and principally by the Ministry of Social Welfare.

The Ministry of Social Welfare carries out its major responsibilities through county departments of social welfare (called welfare centres). These are staffed by approximately 2,000 full-time paid employees who are assisted at the local level by advisory committees composed of local residents (officials, school teachers, physicians, lawyers, clergymen, etc.).

Civil courts of first instance decide questions of guardianship on the advice of family councils presided over by the centrally-appointed local justice of the peace.

B. *Indirect administration through autonomous nation-wide bodies*

Responsibility for some important branches of social welfare is devolved on autonomous semi-governmental organizations, such as:

1. More than one hundred social insurance funds, many of which provide their members with services as well as cash benefits under supervision of various Ministries.

[3] The United Nations has furnished advice on social welfare organization and on emergency relief.

2. The Patriotic Foundation for the Social Welfare of the Child (PIPKA), which is the Government's agent in providing certain services for mothers and pre-school children; under supervision of the Ministry of Social Welfare.

3. The Queen's Fund, which provides care for 20,000 children.

C. *Administration by local government*

Some of the more populous communes have voluntarily engaged in some social welfare activities (e.g., orphanages).

D. *Administration by non-governmental organizations*

Mutual aid and voluntary initiative are important in certain aspects of social welfare activity (see VIII below).

II. Relations between the Centre and the Field

In Greece the relationship between the various administrative levels varies from Ministry to Ministry.

Administrative decentralization by the Ministry of Social Welfare

The Ministry of Social Welfare in June 1945 decentralized some of its operations by establishing in each county (*nomos*) and in some county subdivisions, a welfare centre. This necessitated provision for:

1. Field representatives to inspect, supervise and set uniform standards.

2. Standardized statistical and other periodic reporting.

3. Training of employees in the principles and methods which the Ministry desired them to follow.

4. Grouping of the forty-seven counties into eleven social welfare regions for purposes of technical supervision (most other Ministries do not have any regional plan).

5. Distinction between assistance to individuals and to communities. Responsibility for providing most types of public assistance (for refugees, indigents, work relief, dependants of soldiers, etc.) is a function of welfare centres operating under policies prescribed by the Ministry, whereas responsibility for approving work relief projects rests with the Ministry's head office.

III. Administrative Specialization at the Centre

Specialization is based both on function and on clientele.

A. *Ministry of Social Welfare* (Prévoyance sociale)

This has been built up especially since 1944, with responsibility for certain activities—both under ordinary circumstances and in extraordinary

emergencies—involving certification of the needy and subsequent steps towards their maintenance or their return to self-support:

1. Social assistance to the needy,[4] but not social insurance, which comes under the competence of the Ministry of Labour or other Ministry responsible for the professional activities engaged in by the various categories of insured person; nor pensions to special categories of beneficiary, which also come under the various Ministries.

2. Child welfare, including home care and institutional care, but not services for school children in schools, which come under the competence of the Ministry of Education; nor services for juvenile delinquents which come under the Ministry of Justice (in 1949 the State operated twenty-seven orphanages (3,700 children) and seventy day nurseries (5,600 children) and supported foster-home care for 16,000 orphaned and unprotected children).

3. Mass feeding for needy mothers and pre-school children, but not for school children, who come under the Ministry of Education; distribution and accounting are by the Ministry of Supply (300,000 under Minister of Social Welfare, 600,000 by Ministry of Education, 1949).

4. Community employment on village improvement projects, e.g., irrigation, flood control, reforestation, water supply, sanitation projects and work in child-feeding centres and on home industries (in September 1949 25,000 workers were employed on 600 projects).

5. Rehabilitation of handicapped persons, including distribution of prosthetic equipment.

6. Home industry employment for the needy.

7. Temporary shelter and urban public housing, but permanent rehousing is a joint responsibility of the Ministries of Reconstruction and Welfare.

B. *Other organs which have some functions related to social welfare*

These include the Ministries of Co-ordination, Education, Health, Interior, Justice, Labour, National Economy, Reconstruction and War (see preceding paragraph).

IV. Administrative Co-ordination

A. *Co-ordination at the Centre*

1. The Ministry of Co-ordination has broad responsibilities for the co-ordination of various Ministries.

2. The Ministry of Welfare has by law the specific responsibility for the co-ordination of all governmental services of any kind provided to refugees by any Ministry or by the Army.

[4] In August 1949 some 2 million persons were receiving some form of public assistance.

B. *Integration and co-ordination in the field*

Not only are county welfare centres responsible for field administration of all functions within the competence of the Ministry of Social Welfare, but their certification of need is also accepted by other Ministries (e.g., Ministry of Health for free medical care, Ministry of Reconstruction for public housing), and in the areas where there are refugees they maintain central indexes of internally displaced persons.

For emergency refugee relief, the co-ordination of all activities of all Ministries is the function of a Co-ordinating Council of which the county prefect is chairman and the director of the welfare centre is the executive officer.

County welfare centres refer applicants to other agencies for medical care, and institutional accommodation, and, on an advisory basis, pensions, etc.

V. Finance

A. *Social welfare*

The main source of revenue for social welfare purposes is the State budget.

B. *Social insurances*

Social insurance funds are partly financed from contributions by insured persons and their employers, but some are also subsidized by the State, which in some instances covers their deficits.

C. *International emergency aid (1944-1949)*

There are forty-nine foreign or international agencies operating in Greece. UNICEF provided supplementary feeding for 600,000 children in 1948 and 900,000 in 1949.

VI. Relationship between Social Welfare and Economic Development

The major source of social problems in Greece is insufficient family income caused by unemployment and under-employment. There is a tremendous amount of work to be done in Greece for reconstruction and economic development.

Community work projects to utilize unemployed manpower for economic development programmes are organized by local government units, with wages being paid by the Ministry of Welfare.

VII. Personnel

A. *Extent of use of trained social workers*

Although the number of social welfare personnel is large, relatively few have professional training for which no school existed previously

in Greece. The two recently established schools have not had time to make a substantial change in this situation.

B. *Employment conditions of social welfare workers*

1. Selection of the permanent personnel of all Ministries is normally by competitive examination, with entrants beginning at the lowest grades and working their way up.

2. About 450 out of 1950 field personnel employed by the Ministry of Social Welfare have permanent positions; they work under the same conditions as other civil servants. The remaining 1,500 are employed on a temporary basis.

3. In-service training for Ministry of Social Welfare personnel has been provided:

(*a*) In 1947, by trainers being given short courses, which they then relayed to workers in the field; and

(*b*) In 1948-1949, by reliance on regular staff supervision and by special courses at headquarters.

C. *Use of unpaid social welfare workers*

The major activities are carried out by full-time paid workers, but their work is supplemented by services provided by volunteers, as workers and as members of advisory committees.

VIII. Semi-Governmental and Non-Governmental Organizations

There are hundreds of private welfare agencies, organizations and institutions in Greece. They must have a licence from the Ministry of Welfare in order to solicit contributions from the public and are under the general supervision of the Ministry of Social Welfare.

Some receive subsidies from the Ministry for providing specific services. For example, summer camps are operated by private agencies, which are paid on a *per capita* basis for service provided to persons referred by the Ministry. State-subsidized voluntary establishments supervised by the Ministry of Social Welfare include thirty-two orphanages (3,875 children in June 1948), twelve preventoria (1,500), ten foundling homes (1,330), two institutions for handicapped children (155), seventeen day nurseries (2,366), forty-seven pre-school feeding centres (865,000) and forty-seven maternal feeding centres (90,000).

Italy[5]

I. Field Administration

A. *Direct administration by central Government*

It is exceptional for the State to deal directly with beneficiaries. These exceptions are practically limited to:

1. Law enforcement:

(*a*) Every seat of a court of appeal includes:

(i) A juvenile court composed of two magistrates and one lay citizen interested in social welfare;

(ii) An autonomous public law office (*Pubblico Ministero*) to initiate and execute penal action in respect of all offences committed by minors under the age of eighteen;

(iii) A juvenile re-education centre which is non-governmental and subject to supervision by the Minister of Justice, and which is composed of:

a. An observation centre for the reception and shelter of children under eighteen who are deserted, confined on grounds of public security, awaiting judicial decision or awaiting confinement in a re-educational home, for the purpose of scientific examination, personality study and indication of appropriate methods of readjustment;

b. A re-education house for the confinement of minors under eighteen who are adjudged to be in need of moral correction;

c. A reformatory for the confinement of minors who are constituting a social danger; and

d. A prison for juveniles.

(*b*) Public security officers (police) and the Carabinieri (a military formation with police functions) have responsibilities for the prevention of juvenile delinquency and investigation of need. The latter function is part of the investigative and detective work of the police on behalf of other public authorities as well as in connexion with preservation of public order.

2. Welfare of special categories of the population:

(*a*) Present and former members of the armed services:

(i) Rehabilitation services;

(ii) Pensions and compensations.

(*b*) Unemployable persons in need of shelter:

The Ministry of the Interior, acting through the prefectures and the organs of public security connected with them, is responsible for placing in

[5] The United Nations has furnished advice on child welfare administration.

welfare institutions persons who are considered unfit for work and without means of subsistence; it meets in whole or in part the cost of their care.

(*c*) Unemployed workers:

Placement of unemployed workers is the responsibility of the Ministry of Labour and Provident Activities acting through provincial employment offices; attached to this Ministry is the recently established central commission for aid to the unemployed.

(*d*) War victims:

Many activities on behalf of partisan civil war victims (refugees, widows, etc.) are the direct responsibility of the State, acting formerly through the Ministry of Post-War Assistance and now through various Ministries. These different forms of assistance include the operation of camps for refugees, the granting of scholarships, the establishment of courses for retraining and for vocational training.

(*e*) Blind and deaf and dumb children:

The Ministry of Public Instruction is directly responsible for operating some institutions for the education and training of blind and deaf-mute children and young persons.

B. *Administration by organs of local self-government*

It is also exceptional for general-purpose local government organs to engage directly in social welfare activities.

1. Provincial governments:

(*a*) Mandatory social welfare functions:

(i) Mothers and children. Every province is responsible for assisting illegitimate, deserted and foundling children, and illegitimate children recognized only by their mother when she is in need. The provinces are responsible also for grants to mothers who nurse their own children and for shelter and care for children in orphanages and other similar institutions. Most provinces operate orphanages (11,383 infants in 136 orphanages on 31 May 1948).

(ii) The mentally handicapped. Every province is responsible for assistance to mentally handicapped persons, including the encephalitic and mentally defective, assuming full cost of care and maintenance for those who are poor. This responsibility is discharged either by direct operation of mental hospitals or by contractual arrangements with independent hospitals.

(iii) The blind and deaf and dumb. Every province is responsible for assisting poor and re-educable blind and deaf-mute persons, meeting the expense of their shelter and care in appropriate public and private institutions.

(*b*) Employment service:

Each province provides provincial employment offices for use by the national Ministry of Labour; job specifications are not uniform throughout the nation.

2. Communal government:

Poor persons have had a right to medical assistance since 1907. Those who are recognized as eligible are given a *carta di povertà* (indigency card) and are registered in the *elenco dei poveri* (indigents' list); 4,500,000 persons were listed as eligibles, 1932; the proportion in some cities was one-sixth of the population. Communes employ district doctors, district nurses, and district midwives, and arrange for hospitalization.

The *condotte* (districts) used for this purpose are either subdivisions of communes, communes, or groups of communes. The right to medical assistance is most fully implemented in northern, urban and industrial areas, where medical and hospital resources are available.

C. *Administration by autonomous nation-wide authorities*

Enti parastatali (government corporations) constitute some of the most important channels through which specialized forms of social welfare action reach large numbers of beneficiaries.

1. Social insurance institutions:

The Italian social insurance system has been reviewed by a special commission of inquiry (1947-1949). Coverage has hitherto been limited to employed persons. Benefits have been based on traditional standards and financial possibilities rather than scientifically determined minima. Benefits in cash and kind have not been supplemented with social work, but have been associated with some other forms of preventive and constructive action. For example, the National Office for Prevention of Accidents (*Ente Nazionale di Propaganda per la Prevenzione degli Infortuni*) is concerned not only with the study of technical and organizational questions connected with industrial hygiene and safety, but also with promoting the employment and better utilization of safety devices, advice on installation of safety devices and all kinds of steps to stimulate safety-mindedness on the part of manufacturers.

Social insurance institutions also do much to combat the handicaps of insured persons, e.g., by provision of prosthetic appliances as well as by medical and surgical care and treatment at spas.

Administration has hitherto been by a number of autonomous agencies, of which the most important have been:

(*a*) *Istituto Nazionale della Previdenza Sociale* (National Provident Institution), to administer insurance in respect of:

(i) Invalidity, old age and survivorship;

(ii) Unemployment;

(iii) Tuberculosis;

(iv) Marriage and maternity;

(v) Family responsibilities.

(*b*) *Istituto Nazionale per l'Assicurazione degli Infortuni sul Lavoro* (National Work Injuries Insurance Institution).

(*c*) *Istituto Nazionale per l'Assistenza di Malattia di Lavoratori* (National Sickness Insurance Institution).

Much administrative work, however, has been delegated to employers, especially in paying family allowances.

2. Maternal and infant health and welfare organization:

The *Opera Nazionale per la Maternità ed Infanzia* (ONMI) operating through provincial and communal committees, is responsible for:

(*a*) *Case della Madre e del Bambino* (maternal and infant welfare centres: 200 in 1948) serving a variety of purposes, including (*b*) and (*c*) below.

(*b*) *Consultori* (Consultation centres): 2,275 for maternity, 3,600 for children (1948); 3,586 for maternity, 4,461 for children (1938), mainly for gynaecological and pediatric consultation, but used also for:

(i) Distribution of supplementary foodstuffs to mothers (60,000 in 1948) and infants 160,000 in 1948; mainly from birth to three years of age, but exceptionally, on medical recommendations, from three to five years of age;

(ii) Mothers' messes (1,000 for 50,000 in 1948; 65,000 in 1947; 31,000 in 1949).

(*c*) *Asili nido* (day care centres for infants up to three years of age: 244 fed 12,000 children in 1948, in addition to about 150 feeding about 8,000 children and provided by non-governmental agencies but not supervised by ONMI).

(*d*) Guardianship of deserted, neglected and delinquent children up to eighteen years of age (though this may be vested by a court in a communal assistance authority or non-governmental institution).

A considerable expansion is planned, especially in ONMI consultation centres and day care centres.

3. Italian Red Cross:

This statutory body engages in:

(*a*) Disaster relief.

(*b*) First aid.

(*c*) Activities directed against malaria and tuberculosis (sanatoria, preventoria, clinics).

4. *Opera Nazionale per gli Invalidi di Guerra* (National Authority for the War-disabled):

Responsibility for rehabilitation rests with the War Department for the first six months, and is then assumed by this Authority.

5. *Opera Nazionale Orfani di Guerra* (National War Orphans Authority)

This is the channel by which State aid is given to 140,000 war orphans, by means of:

(*a*) A small monthly allowance, until they come of age.

(*b*) Medical care.

(*c*) Summer colonies.

(*d*) Scholarships.

(*e*) Marriage grants.

(*f*) Special provision for the abnormal.

6. National Foundation for Pensioners:

This was established in 1948:

(*a*) To build rest homes, convalescent homes, and curative establishments.

(*b*) To provide physiotherapy, thermal treatment, and other medical care.

(*c*) To grant assistance allowances to needy pensioners and their dependants, and provide scholarships for their dependants and orphans.

D. *Administration by autonomous local authorities*

Special-purpose local authorities are also important channels through which certain forms of social action may reach large numbers of beneficiaries. They are statutory corporations whose establishment is mandatory on all 7,389 communes.

1. *Enti communali di assistenza* (ECA: Communal assistance authority):

As the result of a long historic evolution, these are now functioning under a law of 1937. Their statutory purpose is "general, direct, and short-term relief, in money, kind, or service".

(*a*) Direct relief: They give aid to individuals and families who are in a condition of special need, e.g., poor handicapped persons who have no relatives who are legally responsible for their maintenance, large families, unemployed persons, indigent persons living in the commune, or passing through it, persons who are confined to their home with sickness, etc.

It is common for authorities to give a small flat-rate monthly dole in kind. In a few large cities, authorities attempt to evaluate and meet actual family need, and keep case records. Some cities use the system of indigents,

lists and indigency cards for this general relief as well as for medical assistance. Home investigation is by volunteers, visiting nurses, local police, or Carabinieri.

In a few large cities, authorities operate low-cost restaurants for persons above the assistance level.

(*b*) Referral: In respect of deserted children and blind and deaf mute persons the ECA is responsible only for emergency relief and for taking steps to obtain assistance from other organs, e.g.,

(i) The province for illegitimate children and re-educable blind and deaf-mute persons;

(ii) The State and commune for non-re-educable blind and deaf-mute persons;

(iii) ONMI for neglected and deserted children.

2. *Patronati scolastici* (School care committees):

Established under a law of 1911, these numbered 7,294 in 1948. They are composed of parents, teachers, officials and other local residents. Their activities include:

(*a*) School meals (served to 675,000 children out of 4,750,000 in the primary schools, for seven months, November-May 1947-1948; 450,000 in 1948-1949).

(*b*) Shoes, clothing, etc., for school children.

(*c*) Medical and pharmaceutical care and supplies for sick school children (these being over the age cared for by ONMI).

(*d*) School books, stationery, etc.

(*e*) Summer holiday camps.

E. *Administration by non-governmental organizations*

These are greatly used in certain fields of social activity, including:

1. Residential institutions:

Free food assistance was granted by governmental or intergovernmental organizations in 1948 to approximately 4,000 institutions sheltering 250,000 children.[6] A recent statistical inquiry found 6,607 residential institutions (other than hospitals) sheltering more than 400,000 inmates; of these institutions 315 were governmental (state, provincial or communal).

2. Summer colonies:

In the summer of 1948 these numbered 4,546, of which 3,082 were day camps and 1,464 were day and night colonies. In 2,369 of these summer colonies assistance was provided for 1,089,602. Most of this assistance was

[6] E/ICEF/W.3/Add.10, page 28, E/ICEF/104, page 21.

provided through the International Aid administration and included grants of food and clothing.

3. Nursery schools and kindergartens (*Asili infantili e scuole materne*):

In 1948, these numbered 10,465 for 870,000 children aged three to five years. Food was given to 543,000 children in 8,421 centres, of which about 1,000 were given in connexion with other institutions, while the rest were operated independently (UNICEF food was given to 325,000 in 1949).

II. Relationship between the Centre and the Field

A. *Role of national law and administration*

1. Establishment of legal framework and granting of fiscal aid:

The powers, duties and organization of governmental instrumentalities, and the status of non-governmental organizations are determined by national law. The national Government grants aid to them, usually on a basis of separate negotiation in each individual case; and, in planning a grant-in-aid policy, it is able to promote extension of a needed service.

2. Limitations to central administrative control:

(*a*) Government Ministries do not usually attempt to set standards of performance for field operations, or provide an advisory or consultative field service. Central standard-setting and continuing consultation by the State would come up against several obstacles, including:

(i) Great diversity in resources of local communities, exemplified in the working of medical assistance and general relief; and

(ii) Traditional independence of non-governmental organizations of ecclesiastical origin.

(*b*) An important exception to this rule is provided by autonomous nation-wide authorities, such as ONMI. These set standards for their provincial and local branches and affiliated agencies, by field inspection and by provision of model facilities in selected centres.

(*c*) Another exception is provided by two surveys made by Ministries in agreement and co-operation with the agencies surveyed:

(i) Survey by the research unit of the Ministry of Justice, on the training methods of institutions for delinquent children, whether governmental or non-governmental, lay or ecclesiastical (1947-1949).

(ii) Survey by the International Aid unit of the Prime Minister's office, of residential institutions for children (1949).

(*d*) There is no uniform or general obligation on governmental instrumentalities or non-governmental organizations to report regularly and fully to the Government or submit to regular Government inspection. However, a varying measure of regulatory control is exercised over par-

ticular aspects of social welfare activities by the various responsible organs, especially over governmental agencies both central and peripheral, and to a lesser extent over autonomous and non-governmental agencies.

B. *Role of the regional authorities*

In regions where they are organized, regional authorities have the constitutional right to regulate public assistance (*beneficenza pubblica*) and town planning, but have not yet done so.

III. Administrative Specialization at the Centre

Social welfare activities are the concern of a considerable number of government organs.

A. *Functional specialization*

1. Ministry of Treasury:

(*a*) Grants for disaster relief; war pensions and compensations; assistance to war and political victims; and National War Orphan Organization.

(*b*) The High Commissionership for Hygiene and Public Health (A.C.I.S. *Alto Commissariato per l'Igiene e la Sanità Pubblica*) which is responsible for protecting public health, co-ordinating and technically supervising health organizations and bodies for preventing and combating social diseases, is also responsible for:

(i) Hospital care and maintenance of persons suffering from venereal diseases;

(ii) Grants in aid of anti-venereal dispensaries in the communes; to communes, provinces and autonomous bodies for operating diagnostic and therapeutic tumor clinics; tuberculosis dispensaries and provincial anti-tuberculosis organizations, for help in fighting trachoma and malaria,

(iii) Convalescence of persons recovering from acute poliomyelitis;

(iv) Tuberculosis after care;

(*c*) Financing of ONMI.

2. Ministry of the Interior:

(*a*) Payment of board for unemployable persons if the communes are unable to meet the expense.

(*b*) Grants in aid of provincial assistance committees and ordinary and extraordinary deficit financing of the communal assistance authorities.

(*c*) Grants to the families of persons who lost their lives in the national interest, daily living allowance to needy families of persons called for military service, grants in money and assistance in kind for categories eligible for post-war assistance.

(*d*) Assistance to the unemployed, through a central committee, financed by a State appropriation and statutory contributions and provincial com-

mittees which collect voluntary contributions and their shares of the national fund; distribution of assistance in kind is provided for through ECA.

(*e*) Grants to public welfare institutions.

(*f*) Grants in aid of authorities, associations and committees for general assistance to the categories eligible for post-war assistance; provision and maintenance of assembly centres, messes, etc., and payment of the board of children belonging to these categories.

3. Ministry of Education:

(*a*) Grants in aid of nursery schools, day nurseries, kindergartens and school meals.

(*b*) Operation of institutions for deaf mutes and training schools for teachers of the deaf-mute and the blind, and grants in aid of educational institutions for the blind, deaf-mute and otherwise handicapped.

(*c*) Assistance in the educational field to the categories eligible for post-war assistance (courses and boarding schools, grants of money, and scholarships).

(*d*) Extraordinary grants-in-aid to school care committees.

4. Ministry of Labour and Provident Activities (*Lavoro e Previdenza Sociale*):

(*a*) Small grants to workers' mutual aid societies, and large grants towards meeting deficits of social agencies.

(*b*) Supervision of provincial employment and conciliation services.

(*c*) Planning of housing policy (Fanfani plan, 1949, to build 900,000 rooms).

(*d*) Grants to authorities and organizations for assisting workers.

(*e*) Grants for vocational guidance and training of unemployed and needy persons to the categories eligible for post-war assistance.

(*f*) Assistance to emigrant workers and families.

5. Ministry of Justice (*Grazia e Giustizia*):

Provision and subsidization of correctional education and other institutions for minor and adult delinquents.

6. Ministry of Agriculture and Forestry:

Grants to farmer veterans.

B. *Clientele specialization*

Nation-wide Government organs active in serving the welfare of particular categories of the population include:

1. All autonomous nation-wide authorities:

(*a*) For insured employed persons—the social insurance institutes.

(*b*) For mothers and children—ONMI, etc.

2. Certain Ministries:

(*a*) For servicemen, including rehabilitation during their term of service and for six months thereafter—the Ministry of War.

(*b*) For State transport workers and their children—the Ministry of Transportation.

(*c*) For African-born Italians and refugees from Africa—the Ministry of Italian Africa.

IV. Administrative Co-ordination

Local co-ordination

1. Provincial:

Provincial welfare committees formerly allocated UNRRA supplies among all recipient agencies, governmental and non-governmental, ecclesiastical and secular; and, to that extent, they then had certain powers of co-ordination. Each province has a provincial welfare committee (*Comitato Provinciale di Assistenza e Beneficenza Pubblica*) entrusted with supervising the operation of ECA's and welfare agencies of corporate bodies operating in the province and, in general, co-ordinating welfare activities.

2. Communal:

Communal assistance authorities (ECA) act to some extent as referral centres in directing applicants to whatever local health or welfare agency seems best able to meet their needs. They have seldom listed and have never co-ordinated all other local welfare agencies.

V. Financing

A. *Sources of revenue*

The portion of the national income available for financing social welfare activities has not been considered adequate for the adoption of such principles as universal coverage and minimum adequacy. Ordinary sources of revenue, not being easily expansible, have been considerably supplemented with extraordinary revenues during the end-of-the-war emergency.

1. Ordinary sources of revenue:

(*a*) General revenues:

This is the usual source for grants made by the Ministries towards the work of operating agencies.

(*b*) Assigned revenues:

(i) Endowments:

These have been the principal source of income for communal general relief (ECA) as for many non-governmental organizations, though they have been lessened in value by devaluation and rent control.

(ii) Social insurance beneficiaries' contributions:

Contributions in respect of industrial wage-earners may run as high as 46 per cent of the first 750 lire of earnings; in such a case, however, the deduction from wages is only 1.5 per cent, the State contribution also 1.5 per cent, and the employers' contribution 43 per cent (1 October 1948). Contributions are of two kinds:

a. Basic contributions: varying with the category of worker, the wage bracket, the sex and age of the insured person, and is temporarily charged entirely to the employer;

b. Supplementary contributions: the funds for meeting social insurance deficits was set up in 1945 owing to devaluation; a social solidarity fund was set up in 1947 for the payment of emergency supplements to the recipients of old age, survivors and invalidity pensions. Contributions to the former fund are paid by employers at the rate of 3.5, 4 and 2.5 per cent and according to the type of insurance within the following income maxima: 750 lire per day, 4,687 lire per week and 18,780 lire per month.

Contributions for the Social Solidarity Fund are at the rate of 4.5 per cent on remuneration within the same maxima; this contribution is charged 3 per cent to the employer and 1.5 per cent to the employee; the State participates with a contribution equal to the employee's quota. In 1948 total contributions to the National Provident Institution were 228,000 million lire and expenditure on benefits was 243,000 million lire.

(iii) Social assistance recipients' contributions:

In order to obtain relief, it is not necessary to be completely indigent; relative poverty suffices and is a condition in which applicants do not lack everything but do not have enough to enable them to exist in a manner suited to their individual and social condition. For this reason assistance authorities are allowed to require from the person assisted, or from the members of his family, within the limits of their economic resources, co-operation in meeting the expense of relief. This happens principally for those forms of assistance which necessitate the complete care and maintenance of the recipient, e.g., in a hospital, preventorium, correctional institution, etc.

2. Extraordinary sources of revenue:

(*a*) Relief supplies:

Food and other relief supplies imported mainly by UNRRA and UNICEF have been available for distribution in kind since 1944. Their allocation has been the responsibility of a special unit in the prime minister's office, now known as the International Aid Administration. The distribution to the ultimate consumer, largely by way of communal feeding, has been almost entirely by already-existing agencies, both governmental and non-governmental, and has usually been conditional on "match-

ing" by these co-operating agencies. Beneficiaries numbered: 1945 UNRRA 1,059,000, 1946 UNRRA 1,400,000, 1947 UNRRA 900,000, 1948 UNICEF 700,000, 1949 UNICEF 945,000.

(*b*) Counterpart funds:

Extra-budgetary financing has also occurred through "lire funds" constituted out of proceeds from the sale of supplies imported under UNRRA and aid from the USA. These funds have been devoted to programmes of assistance in the fields of nutrition, health and reconstruction.

B. *Cost sharing*

Grants-in-aid by the national Government to operating agencies are well-established. Their prime purpose is to help in the extension of the services offered by autonomous agencies. To this limited extent they perform an equalizing function, although they are not allocated according to any written formula for assessing relative need. They are not used to promote uniform national standards. Some of the largest grants-in-aid out of the ordinary budget are (fiscal year 1949-1950):

	Million lire
ECA for meeting deficit	6,000
ECA for bread allowance to recipients	5,000
ONMI	4,000
Social insurance and provident institutions	14,000
Tuberculosis organizations	10,000

VI. Personnel

A. *Extent of use of trained workers*

1. There has been extensive training of certain types of personnel, including:

(*a*) *Assistenti sanitarie visitatrici* (visiting nurses). Their work is mainly home nursing, but partly also health education, and, to a limited extent, social counselling. They are less well trained than nurses. They work in connexion with either:

(i) Medical assistance; or

(ii) ONMI, which has been interested in their training.

(*b*) Nursery school workers.

2. Types of personnel for which extensive training has not been available include:

(*a*) Social workers:

Except for a fascist school for industrial welfare workers, there were no schools of social work in Italy before 1945. Since then, a number of schools have been established, with differing access to field work, libraries, and job opportunities. Social workers as such are not a recognized category for public employment.

(*b*) Probation and parole officers:

These do not exist, since Italy does not practise supervision of delinquents living in normal homes. Delinquents are either incarcerated or completely free from control.

(*c*) Nutritionists.

(*d*) Social research workers:

Policy making and programme planning are difficult owing to a lack of social surveys and social statistics.

B. *Professional organizations*

L'Associazione Nazionale fra gli Enti di Assistenza (ANEA), established in 1947, holds an annual conference and publishes a fortnightly (*Solidarietà umana*) and a quarterly (*I Quaderni dell'ANEA*). Associations of social welfare workers include two national associations of social workers (*l'Associazione Nazionale Assistenti Sociali; l'Associazione Lavoratori Sociali Italiani*) and the National Association of Health Visitors (*Consociazione Nazionale Assistenti Sanitarie Visitatrici*).

VII. Non-Governmental Organizations

A. *Kinds used*

1. Ecclesiastical organizations:

(*a*) Organizations directly under the Vatican:

(i) *Commissione Pontificia di Assistenza;*

(ii) *Opera Nazionale Assistenza Religiosa Morale agli Operai* (ONARMO): for spiritual and material aid to workers; operates work canteens; also a school of social work, largely for in-service training of its own and the Commission's personnel;

(iii) *Confederazione Italiana Femminile* (CIF), operates after-school activities, summer colonies, institutional placement, and congregate feeding, with Government subsidy.

(*b*) Organizations under religious orders and/or diocesan bishops:

It was estimated in 1939 that there were more than 20,000 *opere pie* (charitable agencies), operated for the most part by religious orders under diocesan supervision. The number is believed subsequently to have increased.

2. Secular organizations:

(*a*) Philanthropic and scientific foundations and associations:

(i) General, including:

a. *Società Umanitaria* (Milan), for social research and social training;

b. *Unione Donne Italiane* (Rome), concerned with training women for Government service.

(ii) Special, including:

a. *Lega per la Protezione dei Fanciulli Deficienti:* has promoted a normal school for training teachers of handicapped children (*Scuola Magistrale Ortofrenica*);

b. *Istituto Nazionale Assistenza Tuberculosi,* for research, education and treatment;

c. *Federazione Italiana contro la Tuberculosi,* for research, education and treatment;

d. *Lega d'Igiene Mentale;*

e. *Associazione Rinascita Sociale* (Milan), for aid to prisoners;

f. *Istituto Ortopedico e Casa di Rieducazione* (Milan), for physical and vocational rehabilitation.

(*b*) Mutual aid organizations:

Advice on social insurance and assistance rights, institutional placement, summer colonies for children, and adult education, are provided with government subsidy by:

(i) *Istituto Nazionale Confederale Assistenza* (INCA), of the *Confederazione Generale Italiana di Lavoro;*

(ii) *Patronati ACLI,* of the *Associazione Cristiana dei Lavoratori Italiani.*

(*c*) Business concerns:

Some of the larger concerns provide a wide range of facilities on behalf of employed persons and their families.

B. *Financing*

1. Independent resources:

(*a*) Endowment: this is very considerable, but has become relatively less important because of rent control and devaluation.

(*b*) Earnings: many residential institutions are partly supported by the labour of inmates, including children, not only inside but also to some extent outside the institution.

(*c*) Membership dues.

(*d*) Public subscriptions. There are no joint appeals.

2. Governmental support:

(*a*) National: considerable grants are made by the State in aid of specific and approved activities.

(*b*) Local: utilization of facilities made available by non-governmental organizations is sometimes, but not always, accompanied by contribution to the funds of the organization.

C. *Supervision*

1. General principles:

Non-governmental organizations, whether ecclesiastical or secular, are subject to the same governmental controls. The intensity and forms of this control vary according to the nature of the welfare activity, in that there is no uniform system of State control, but instead a large number of forms evolved by various organs concerned with particular sectors, e.g., a private institution for sheltering neglected and deserted children is subject to supervision by:

(*a*) The prefect, who is empowered to inspect and check up, and to take necessary and appropriate steps to prevent abuse of public trust.

(*b*) ONMI, which is empowered to watch over all child welfare agencies, and is responsible for supervising the health, educational and moral environment of children in institutions.

(*c*) Provincial and communal health authorities, for health conditions.

(*d*) Ministry of Education, for instruction and training.

(*e*) International Aid Administration, for nutrition.

Other special-purpose agencies may be subject to other special controls, e.g., the Ministry of Justice for correctional education of juvenile delinquents, and the special provincial commission for agencies on behalf of illegitimate children.

2. Ecclesiastical agencies:

The Roman Catholic Church is recognized by the Italian Constitution as being independent and sovereign within its own domain. Social welfare agencies that come under ecclesiastical supervision are not systematically guided or co-ordinated by the State or by any of its subdivisions or instrumentalities, and they do not regularly make statistical or financial reports to the State.

3. Secular agencies:

(*a*) National: there is no continuing State technical guidance of non-governmental organizations.

(*b*) Provincial: provincial assistance committees have limited supervisory powers over incorporated welfare agencies, which, however, are not numerous.

Netherlands

The pattern of social administration in the Netherlands is determined by long political tradition and precedent, in which considerations of practical expediency play their part. As a rule voluntary (private) organizations are left free, and public intervention occurs only where it is absolutely necessary. With regard to governmental measures, parliament prefers to

place the execution—under State supervision—as much as possible in the hands of local authorities. In many cases private organizations also are entrusted with part of the execution.

I. Field Administration

All the following methods are used, according to circumstances and subject matter.

A. *Direct administration by the central Government*

This is restricted to some welfare services on behalf of war victims, both civil and military, and to a few other social welfare activities.

B. *Delegation of administrative responsibility to autonomous regional bodies*

This is practised in the case of social insurance and of old age emergency assistance.

C. *Delegation of administrative responsibility to ordinary units of local self-government (the communes)*

This is practised in the case of part of general poor-relief and social assistance (there are no special forms of public assistance for special categories).

D. *Non-governmental agencies*

These administer some general poor-relief and social assistance and nearly all child care, special care, health services, and family and youth services (see VIII below).

E. *Trends*

There are several tendencies to shift from one method of field administration to another; but these tendencies do not all go in the same direction; so no definite answer can be given to this much-discussed question. In the field of social insurance, for example, the method of administration has been the central problem for the last fifty years, and will be so in the future too. In new social activities a tendency towards more non-governmental responsibility is to be seen.

II. Relations between Centre and Field

A. *Emphasis on municipal and voluntary initiative*

Most social welfare activities are permissive rather than mandatory. They include activities engaged in:

1. By either communes or voluntary agencies:

   General poor-relief and social assistance;

   Care for problem families;

Hospital social work;
Psychiatric social work;
Special training for handicapped children;
Housing welfare management.

2. By communes:

School children's medical and dental care;
Public medical and mental health service.

3. By voluntary agencies:

Day nurseries;
Community centres;
Maternal and infant centres;
Public health visiting;
Leisure-time group activities;
Vacation and health colonies;
Kindergartens;
Homes for children;
Hofjes for old people;
Court social work;
Probation;
Parole;
Rehabilitation of offenders.

B. *Relation between non-mandatory activities and universal coverage*

In the case of services organized by non-governmental bodies, there is no administrative responsibility for ensuring their existence.

Most of the services mentioned above as being organized by governmental authorities are examples of activities of local government units which are not compelled by law to do this work.

Where the central Government is responsible for providing a social service, there is more certainty of the service being instituted everywhere.

III. Administrative Specialization

Governmental social welfare administration in the Netherlands is distributed among a number of specialized functional organs.

A. *Health-connected welfare activities*

1. Central organ: Ministry of Social Affairs.

2. Field administration:

(*a*) Through his officers of health the Minister knows what the local authorities and the private organizations are doing and advises them on all questions that arise.

(*b*) The local authorities are responsible for prevention and treatment of communicable diseases and for all medical treatment of persons in receipt of poor-relief.

(*c*) Social insurance organizations, some of a public character, are responsible for the costs of:

(i) Workmen's compensation;

(ii) Medical and hospital treatment of persons insured under health insurance;

(iii) Sickness allowances (80 per cent of wages) for the same class of insured persons.

(*d*) Home nursing, treatment of tubercular patients, infant and maternal centres are under the responsibility of the private Cross-Societies.

B. *Education-connected welfare activities*

1. Central organ: Ministry of Education. Ministry of Social Affairs, for school health services.

2. Field administration. Local authorities are responsible for:

(*a*) Special schools for physically and mentally handicapped children; but in accordance with the general education policy of the Netherlands, denominational and other private school boards do most of this work, with financial assistance of the public authorities.

(*b*) School children's health services, part of the funds for which are provided by the Ministry of Social Affairs.

C. *Employment-connected welfare activities*

1. Central organ: Ministry of Social Affairs.

2. Field administration:

(*a*) Vocational rehabilitation:

(i) Each district employment office has a branch to assist disabled persons to secure employment;

(ii) A recent law prescribes that each employer with more than fifty people in his service has to employ disabled persons up to 2 per cent of his total personnel;

(iii) State training centres provide vocational training.

(*b*) Working conditions:

Factory inspectors look after the safety and health of workers in factories. They are responsible for the enforcing of the regulations in regard to hours of work, sanitary conditions and safety of machinery.

D. *Housing-connected welfare activities*

1. Central organ: Ministry of Housing and Reconstruction.

2. Field administration:

Local authorities administering communal housing estates employ social workers to look after the use made of the houses and the general welfare of the tenants.

The boards of many private housing societies, working with Government subsidies, provide a similar service.

E. *Court-connected welfare activities*

1. Central organ: Ministry of Justice.

2. Field administration:

(*a*) Legal aid:

(i) A person charged with an offence may ask the Board of Consultation (composed of solicitors) for legal aid free of charge, if unable to pay the costs of legal aid himself. The Board calls upon a solicitor, who is then charged with defending the case in the courts. These solicitors get a certain remuneration out of Government funds;

(ii) A person who wants legal aid in a civil case may also ask the Board to appoint a solicitor. If the court is satisfied that he cannot pay all or part of the costs involved in the case, the Board appoints a solicitor. These solicitors get no remuneration or no full remuneration for their services. Most cases of this sort are divorce cases.

(*b*) Case investigation:

Prisoners' aid societies provide the court with information on the social circumstances of a person charged with an offence. These voluntary societies receive a Government subsidy to pay the salaries of their probation officers.

(*c*) Prison social service:

Social workers report on every case, so that the prison management may select prisoners to serve their sentence in differentiated surroundings. This service is only recently initiated.

(*d*) Prison visiting:

Prisoners' aid societies have voluntary workers who pay friendly visits to prisoners in their cells; and they employ probation officers who take up contact with the prisoners preparatory to their conditional or unconditional discharge.

(*e*) Supervision of conditionally discharged prisoners and of persons the execution of whose sentence is conditionally suspended:

The condition is in both cases their good behaviour under the supervision of the prisoners' aid society.

(*f*) After-care for all sorts of inmates of prisons:

Prisoners' aid societies try, e.g., to find employment for them in collaboration with the district employment officer, mentioned above (III. C. 2 (*a*)).

F. *Child care services*

1. Central organ: Ministry of Justice, administering the Children Act of 1901, as amended, and the relevant provisions of the civil code, the code of civil procedure, the penal code, and the code of penal procedure.

(*a*) The "Civil Children Act" introducing, *inter alia,* the possibility of discharge from or deprivation of parental rights;

(*b*) The "Criminal Children Act" introducing special sanctions and other measures in the case of children, e.g., committal to a short-term school, and putting at the disposal of the Government;

(*c*) The "Children Act III", a legal elaboration of direct State care with regard to child welfare, maintenance of short-term schools (two for boys and one for girls) and State educational institutions (one for girls and three for boys), and relations between governmental and private child caring institutions with regard to supervision and grants-in-aid.

2. Field administration:

The fundamental principle is that Dutch child welfare rests with private persons, the role of the State being only complementary, although private institutions are financially leaning more and more on grants-in-aid given by the Government.

(*a*) Specialized children's court magistrates, and placing on probation (civil and penal).

When a child is in moral or physical danger, the children's court magistrate (that is to say, a judge sitting alone) can appoint a family guardian who supervises the child and, together with the children's court magistrate, takes care of his welfare. This magistrate, sitting alone, deals also with criminal cases regarding children beyond the age of eighteen. (The ordinary court deals with persons above the age of eighteen, applying in their case adult penal law. In civil law the age limit is twenty-one.)

(*b*) Guardianship councils (*voogdijraden*):

These councils are a link between some 400 private child welfare organizations and the Government, i.e., the legal authorities in each court district. In April 1949 a State committee reported on their possible reorganization.

The councils have direct temporary care for children in emergency cases. They place children in foster families or private institutions. Their care is only temporary, for in the Netherlands there is no State guardianship. Other duties are:

(i) To initiate court action with a view to appointment of guardians or forfeiture of parental rights;

(ii) To advise on appointment of guardians;

(iii) To collect affiliation payments;

(iv) To supervise the care of foster children.

(*c*) Re-education institutions:

Minors below the age of eighteen who have committed an offence can either be placed in a State institution (in a short-term school when a punishment is imposed, or in a State educational institution when they are put at the disposal of the Government), or be committed to the charge of a private institution. Short-term schools are maintained only by the State. Since the measure of putting a child at the disposal of the Government has an educative character, the children concerned are preferably committed to the charge of private institutions which have these minors educated either in foster families or in institutions.

3. Other child care services:

The Department of Education is directly interested in the care of socially unstable youth, for whom camps and homes have been set up and for whom a short term of training for work and re-education has been applied during and since the war, contrary to the principle that public authorities ought not to interfere with the education of children. The camps have room for about 1,000 boys and girls, who can stay there for three months or a year.

IV. Administrative Co-ordination

A. *Central co-ordination*

Co-ordination of social welfare administration is obtained by all normal methods of Government administration. There is also a Central Co-ordinating Commission on Social Measures, in which the Government departments consult each other and try to avoid overlapping and duplication of effort. Some central voluntary organizations are included in this consultation.

B. *Local integration and co-ordination*

1. Communal relief committees:

Each communal collegium of burgomaster and aldermen includes one alderman (*wethouder*) charged with public health and welfare, and helped by a relief committee (*armbestuur* or *maatschappelijk hulpbetoon*).

2. Joint communal and voluntary councils:

Twenty municipalities have social service councils, whose members are communal poor-relief organs as well as voluntary agencies which join voluntarily. Their duties, which do not extend to social insurance and health services, are:

(*a*) To draw up a report on every person or family on whom a public or voluntary agency wants information for determining need, income, civil status, etc.

(*b*) To register in a central index all aid given by each member agency to each local resident.

(*c*) To give information to, and stimulate co-operation between, voluntary organizations.

(*d*) To give advice to all authorities.

(*e*) To keep informed about social welfare activities and report annually.

Social service councils, where they exist, serve also as centres to which all persons in need can go for advice, information and counselling.

3. Voluntary councils:

In nearly every province there exists a semi-official body (foundation) for the co-ordination and planning of social service. It is based on the voluntary co-operation of private organizations, with the support of the provincial authority.

V. Finance

A. *General revenues*

All governmental social welfare activities are financed out of the general revenues. There are no special sources of revenue for social welfare projects.

B. *Beneficiaries' contributions*

1. Social insurance funds are for the most part financed by their members' contributions and by those of their employers. State contributions are relatively unimportant.

2. Agencies providing health services and out-of-school youth training have many dues-paying members.

3. Agencies operating nurseries, kindergartens, child health centres, etc., follow various practices:

(*a*) Gratuity.

(*b*) Charges proportioned to income.

(*c*) Fixed below-cost charges.

4. Cases in which beneficiaries contribute by their labour to the cost of operating institutions are scarce.

C. *Cost sharing*

1. Block grants:

These are given by central to local government for purposes of financial adjustment.

2. Special grants for social welfare functions of local government:

These are given in a few cases, e.g., support of the unemployed.

VI. Relation between Social Welfare and the National Economy

In the Netherlands social welfare services are as a rule not developed as part of an economic development plan or policy. In regions where industries are planned on a large scale, there is some tendency toward co-ordinated action.

VII. Personnel

A. *Extent of use of trained social workers*

Trained social workers are employed in communal relief administration, child care agencies, reform schools, court social work, police, settlement houses, and rehousing.

No generalization is possible about the line of demarcation between the use of professionally trained social workers and that of other social welfare workers.

B. *Training of social welfare workers*

Specialized training courses exist for:

1. Social workers, men and women, in nine (voluntary, private) schools of social work.

2. Psychiatric social workers.

3. Social welfare officials.

4. Probation officers.

5. Prison officials.

6. Public health nurses, with emphasis on maternal and child health.

7. Maternity attendants, trained to live in a family for ten days after the mother's confinement, so as to take care of the housekeeping.

C. *Use of unpaid social welfare workers*

1. Governmental welfare services:

Unpaid part-time workers are to be found only in the general relief administration of Amsterdam and some two or three other municipalities. There is nothing special to be learned from their recruitment, training and supervision.

2. Non-governmental child care:

Much use is made of unpaid volunteers:

(*a*) Guardianship councils are appointed for each court district by the Ministry of Justice. Membership is honorary, and is usually bestowed on

persons with experience in child welfare or education, of different denominations and ways of thinking, and of different classes of the population. Only the secretary and the administrative staff are State officials.

(*b*) Guardians are appointed by the children's judge in the district court to supervise delinquent children and protect neglected ones. Parental rights are limited, but not abrogated, by guardians' powers. Severe disregard of a guardian's advice may lead to the parents' being deprived of their rights. The appointment of a guardian may be initiated by a guardianship council, a public prosecutor, the child's parents, or the child's near relatives.

VIII. Non-Governmental Organizations

A. *Kinds used*

Much use is made of voluntary organizations, such as philanthropic associations, funds and foundations, commissions and committees, religious organizations, and membership associations. These last include, e.g., the Green Cross and Roman Catholic White-Yellow Cross for health services.

B. *Extent of use*

1. The first principle in social welfare in the Netherlands is to make use of voluntary organizations whenever possible. Public agencies supplement voluntary agencies.

2. Standard-setting is by:

(*a*) Interdenominational federations of voluntary agencies, such as the Netherlands League for Child Welfare, which groups some 300 child care agencies, and the Netherlands Youth Association.

(*b*) Professional organizations, such as the Netherlands Association of Social Workers.

(*c*) Joint governmental and voluntary social service councils in cities, and the co-ordinating bodies for social service in the provinces (see IV. B above).

C. *Financing*

1. Government aid:

The resources of voluntary agencies are supplemented with aid granted by central and local government in various ways:

(*a*) Capital grants are made in exceptional cases.

(*b*) Payment for services rendered is frequent (e.g., municipalities paying voluntary hospitals).

(*c*) The meeting of operating expenses is frequent (e.g., the State meets public health nursing salaries incurred by the Cross agencies).

(*d*) The meeting of part of operating expenses is frequent (e.g., the State contributes at a fixed *per capita* rate towards the care of children in residential institutions, vacation colonies, etc.).

(*e*) Deficit financing is sometimes practised (especially by municipalities).

2. Allocation of State grants-in-aid:

This is not always by the State, but is in some cases by standard-setting federations of voluntary agencies.

3. Stamps and telegrams:

The resources of voluntary agencies include voluntary surcharges on communications media, e.g., children's stamps sold at the year's end on behalf of the Netherlands League for Child Welfare, and greetings telegrams the receipts from which go to the training of youth leaders.

D. *Supervision*

The role of governmental authorities is to stimulate, advise, grant aid, and promote voluntary co-ordination and standard setting.

Poland[7]

I. Field Administration

A. *Direct administration by the national Government*

1. Education-connected social welfare activities:

Poland is divided for purposes of educational administration into fourteen circuits each of which is administered by a *curator*. In the Ministry of Education and in each educational circuit there is a Division of Child Care (see II. B. below).

2. Health-connected social welfare activities:

Some of these are directly provided by the Ministry of Health and other national health organizations, although most health facilities are locally provided under order of the Council of State.

B. *Administration by autonomous authorities*

Social insurance funds:

These administer compulsory insurance of employed persons and their families (who constitute an increasing proportion of the population), including family allowances and a number of social welfare institutions.

[7] Based on *Social Policy of Poland* (Warsaw: Ministry of Labour and Social Welfare, 1948) and surveys of *Social Welfare, Public Health, Education, Social Legislation, Trade Unions, Women, Housing,* etc. (New York City: Polish Research and Information Office.) The United Nations has furnished advice on social welfare administration and social rehabilitation of the physically handicapped.

C. *Administration by local government units*

1. The communes:

The commune is the basic unit for administration of social assistan Every commune has a public welfare organ responsible for social assi ance and co-ordinating the commune's public welfare programme with t social assistance activities of voluntary agencies. Assistance takes ma forms including:

(*a*) Communal feeding (1,300 kitchens serving 300,000 persons, 194

(*b*) Distribution of clothing, fuel, etc.;

(*c*) Provisions of tools and working material;

(*d*) Training and rehabilitation;

(*e*) Day nurseries, with priority for children of working mothers;

(*f*) "Mother and child" stations, for counselling and material (1,200 for 220,000 mothers and children, 1949).

(*g*) Direct financial aid: the commune refers persons in need of t aid to the district or county, but retains partial financial responsibility persons resident in the commune more than one year.

2. Districts or counties:

The *poviat* is a union of a number of communes, and is responsible providing:

(*a*) Social welfare institutions:

(i) Residential institutions for mothers and infants (128 homes mothers and children, of which fifty-two by local governments; ninety-t homes for small children in 1949); and

(ii) Residential institutions for old people and handicapped adı (about 500 serving about 18,000 persons).

(*b*) Health institutions:

(i) Hospitals, as may be required by the Council of State; and

(ii) Health centres (1,500 in 1949, some with special clinics mothers, school children, etc.).

3. Cities:

These have combined powers of a commune and a district or county.

4. Provinces:

The districts or counties are grouped in provinces (*wojewodztwa*) purposes of administrative supervision.

D. *Administration by non-governmental organizations*

1. Trade unions:

These bodies, with continually increasing membership, engage in num ous social welfare activities, including:

(*a*) Low-price distribution of foodstuffs and other basic necessities to their members;

(*b*) Cultural activities, including low-price theatre, concert, cinema, and sport tickets;

(*c*) Vacation facilities for members and their children.

2. "Service to Poland":

Young persons between the ages of fifteen and twenty-one years serve, *inter alia,* in holiday camps, village nurseries, etc.

3. Voluntary agencies:

Voluntary agencies and endowed foundations provide and operate many facilities (see VI below).

II. Administrative Specialization

A. *Ministry of Labour and Social Welfare*

In addition to responsibility for central wage policy, deployment and utilization of the labour force, and the relationship of wages and social insurance benefits to national resources, the Ministry is responsible for the general supervision and subsidization of the social assistance activities of the communes and other local government units. It emphasizes the restoration of the ability of assisted persons to support themselves and their families. It therefore operates training centres (133 day centres and nine residential in 1949), especially in hosiery, tailoring, knitting, weaving, and making of indoor shoes. It is also developing retraining centres for the physically handicapped. It resettles disaster victims, transferring them to other areas and providing them with horses, cattle and farm implements. Its range of responsibility has been extended since the war, from the welfare primarily of industrial and urban wage earners, to that of all employed persons whether urban or rural, industrial or agricultural.

B. *Ministry of Education*

This Ministry has principal responsibility for the welfare of children aged three to eighteen—persons under three or over eighteen being the responsibility of the Ministry of Labour and Social Welfare. Teachers are regarded as social welfare workers, and the supervisors of boarded-out children are teachers. Children in residential institutions attend the ordinary schools. The Ministry of Education provides or supervises such activities as:

1. Placement of school-age children in foster care:

(*a*) In foster families assisted by the State (75,000 children);

(*b*) In children's homes and boarding schools (50,000 children in over 700 children's homes, of which sixty-two are special institutions for physi-

cally or mentally handicapped children; over 50,000 in over 800 boarding schools and dormitories).

2. Out-of-school activities:

(*a*) Summer camps (about 750,000 children per summer).

(*b*) After-school activities:

(i) *Swietlice* (education and recreation centres: 90,000 children);

(ii) "Jordan" gardens (175 children's playgrounds, with all recreational facilities, in parks and gardens).

3. School feeding:

(About 1,500,000 children, each receiving 600 calories, in 10,000 schools).

C. *Ministry of Health*

This Ministry has raised the training of health workers and the ratio of hospital beds to population to a considerably higher level than that attained before the war. It has developed a model tuberculosis control scheme, including after-care and other social measures, in the province of Lodz. It decides, subject to the approval of the Council of State, the extent to which statutory health duties shall be mandatory on local government units.

D. *Ministries of Industry*

These have social divisions responsible for promoting and supervising the provision of nurseries, canteens, recreation halls, housing, leisure-time activities, safety measures, and training schemes for members of works councils and for persons engaged in personnel management. Business enterprises engage in numerous social welfare activities, e.g., plants that employ more than 100 women workers are obliged to provide nurseries.

E. *Ministry of Justice*

1. Crime control:

This Ministry is responsible for the prevention of crime and rehabilitation of offenders including juvenile delinquents.

2. Family relationships:

Under the marital law of 1 July 1946 differences between parents and children are settled not by the father but by a law court. Law courts are responsible for determination of maintenance obligations including determination of paternity. Courts may grant divorce (but not separation without divorce) after attempting reconciliation in closed hearings.

III. Administrative Co-ordination

The Ministerial Committee for Social Affairs was established 11 December 1948 with the following members:

Prime Minister, Minister of Labour and Social Welfare, Minister of Education, Minister of Health, Minister of Public Administration, Minister of Recovered Areas, Minister of Finance, the President of the Central Planning Board, a representative of the Council of State, and, in an advisory capacity, other responsible officers.

IV. Finance

A. *Sources of revenue*

Assigned revenues:

In addition to appropriations from the general budget, considerable funds are obtained from special resources and are earmarked for social welfare purposes.

(*a*) Collective wages. Many social welfare activities are a direct charge on industry.

(i) Social insurance and family allowances. These are financed out of a contribution paid entirely by management and equal to 25-28 per cent of payroll;

(ii) Social action by business enterprises. There is a deduction of 7 per cent from the total wage fund for industry for purposes of social action;

(iii) Trade union activities. There is a levy of approximately 1 per cent on workers' earnings to finance leisure-time activities run by trade unions through works councils.

(*b*) International aid:

(i) USSR help;

(ii) United Nations help: UNRRA and UNICEF (winter 1947-1948, supplementary feeding of 700,000 children and mothers; winter 1948-1949, feeding of 200 calories each to 600,000 of the school children who were fed; winter 1949-1950, feeding of 650,000 of the school children and 130,000 of the mothers and infants who were fed); also proceeds from the sale of imported relief supplies, e.g., the UNRRA zloty fund.

B. *Cost sharing*

Owing to the inability of local government units and non-governmental organizations to bear the full cost of meeting post-war need, there has been a great expansion of cost sharing along two lines.

1. Assumption by the State of certain charges:

The State relieves local government units of the expense of assistance to categories of the population for whose welfare the State assumes a special responsibility, e.g., victims of war, fascism, tuberculosis, venereal diseases, etc.

2. Grants-in-aid:

Social assistance costs are shared between the State, the district and the commune of residence. The State also makes grants to non-governmental organizations.

C. *Relationship between social welfare and economic development*

The three-year plan (1947-1949) and the six-year plan (1950-1955) take into account the development of social welfare activities and social security. They mark considerable changes in the consumption pattern, from the immediate post-war policy of differential subsidized rations, to greater reliance on cash arrangements such as family allowances, social insurance benefits and income-tax exemptions. Attention is given to health and welfare activities likely to diminish social burdens and increase productivity. Consideration is given to the role of social insurance in capital formation, in the co-operative and private as well as the nationalized sectors of economy. Social insurance contributions are determined by the Ministry of Labour and Social Welfare from year to year in the light of the movement of the national income.

V. Personnel

A. *Extent of use of trained personnel*

In addition to professional training such as is provided at the Institute of Special Pedagogy at Lodz, the Ministry of Labour and Social Welfare has organized a training centre and many short courses in order to provide trained and partly trained personnel for the agencies for whose supervision it is responsible.

B. *Use of unpaid personnel*

In accordance with the Elberfeld system, each commune is divided into neighbourhoods, for each of which a "public welfare guardian" is appointed. He checks constantly to see that persons in need receive aid in accordance with existing regulations. He investigates the resources of applicants for assistance, either on his own initiative or at the request of the communal authorities. He may grant short-term relief to persons in distress, out of communal emergency funds. He serves gratuitously, subject to reimbursement for out-of-pocket expenses.

VI. Non-Governmental Organizations

A. *General policy*

A great need is felt for voluntary agency supplementation of Government programmes, so as to reach the greatest possible number of people, implement fully the programmes initiated by Government, and propose new programmes to the Government.

B. *Kinds used*

1. Organizations primarily of a social welfare character:

All such organizations are regarded as being essentially of a mutual aid rather than a philanthropic character. The most important are:

(*a*) The Friends of Children Society, operating nurseries, children's homes, hostels, children's theatres, children's clinics, rural mother and child stations, kindergartens and holiday camps.

(*b*) *Caritas* (Roman Catholic).

(*c*) The Polish Red Cross, training first-aid workers and "village health pioneers".

(*d*) The Polish Scouts' Association, for children up to the age of fifteen years, for service in holiday camps, etc.

2. Other organizations:

Many organizations, although formed primarily for other purposes, engage in some social welfare activities, e.g.:

(*a*) Trade unions, which not only provide certain services, such as homes for mothers and children, but also have at all levels a special division responsible for acquainting their members with the provisions of social legislation.

(*b*) The Polish Women's League, which operates travellers' aid stations, homes for mothers and children, etc.

C. *Extent of use*

Non-governmental organizations provide all summer camps, all clubs (*Swietlice*), most playgrounds (Jordan gardens), thirty-three out of fifty-five preventoria, 473 out of 701 children's homes, twelve out of 128 homes for mother and child, 274 out of 493 old people's homes, nearly all vacation homes, many nurseries, many kindergartens, and many homes for small children.

D. *Financing*

In addition to endowment (reduced by inflation and land partition), public contribution, membership dues, and nominal payment for services, important support is received from:

1. Industry:

(*a*) The central board of a nationalized industry may make a large grant to a non-governmental agency in the interest of special services from which the workers employed in that industry may benefit.

(*b*) The State railroads grant reductions on railroad tickets for use in connexion with certain activities such as children's summer camps.

2. State:

State grants take two principal forms:

(*a*) A flat-rate grant per person served (e.g., in children's summer camps or in residential institutions);

(*b*) Subsidies to encourage an introduction of new services as well as maintenance of old ones.

Sweden

I. Field Administration

A. *Direct administration by the national Government*

According to the principles of local self-government, social welfare services are generally rendered in Sweden by the provinces or communes. In the few instances in which the State itself administers a service (e.g., mental hospitals, institutions for mental defectives, and correctional schools), it usually works through appointive boards.

B. *Administration by local government units*

1. Provincial governments:

In each of the twenty-four provinces, and in the city of Stockholm, the Crown is represented by the provincial administration, headed by an appointive governor, while the people of the province are represented by an elective provincial council (*Landsting*).

(*a*) The provincial administration makes social welfare services available through a number of statutory committees, some of whose unpaid part-time members are appointed by the Crown, while others are selected by the provincial council. These committees include:

(i) Temperance committee;

(ii) Housing committee;

(iii) Employment committee;

(iv) Home helps committee;

(v) Maternity assistance committee (for decisions on the basis of communal investigation).

(*b*) The provincial council provides:

(i) Health services (except State mental hospitals);

(ii) Vocational training.

City councils of provincial rank also provide these services.

2. Communes:

The principal responsibility for bringing social welfare activities within reach of the people rests with the "primary communes". These work

through a number of committees or boards, whose functions and composition are fixed by statute. These include:

(*a*) Public assistance board.

(*b*) Child welfare committee:

(i) To which, in the commune where the child is registered, applications are made for children's allowances of 260 kronor per year per child, in substitution for income-tax exemption; and by which these are paid to the mother through the post-office; or by whose decision they may be paid to the father, a public official, some other qualified person, or the commission itself; and

(ii) To which applications are also made for maternity assistance (*mödrahjälpen*), in cash or kind, by way of loan or grant, for special purposes, in case of need, and by which this assistance is disbursed; and

(iii) By which advances are made in respect of illegitimate children, while seeking enforcement of paternal obligations.

(*c*) Public health committee.

(*d*) School council.

(*e*) Pensions committee to which applications are made, in the commune where the applicant has been legally resident for one year, for:

(i) Peoples' pensions of 1,000 kronor (1,600 if married) at age sixty-seven, regardless of means;

(ii) Invalidity pensions;

(iii) Supplementary allowances of 0, 150, 300, 450, or 600 kronor according to the rent level of the five regions into which Sweden is divided for this purpose, subject to reduction up to one-half for applicants whose annual income exceeds (regardless of social insurance and assistance and aid given by the family) 400 kronor (300 if married);

(iv) Special children's allowances of 250 kronor for each child whose father is dead, invalided or unknown, or 420 kronor for a complete orphan subject to reduction after inquiry into the income of the mother, relatives and child; and

(v) Allowances to widows or widowers bringing up one or more children aged less than ten, after investigation of income.

(*f*) Various temporary emergency committees.

The more populous communes may also have committees for the various public utility services and for special social services including:

(*g*) Temperance committee; and

(*h*) Home helps committee, for the visiting housekeeper service.

More than half the communes have populations of less than 2,000; but it is considered economically impossible for a commune of less than 2,000 to 3,500 to support the necessary services. The communes are therefore being reorganized so as to raise them to this minimum size.

C. *Administration by autonomous bodies*

1. Two kinds of social insurance are administered by self-governing funds:

(*a*) Local sick funds (federated in a central sick fund):

(i) To which applications are made for hospital care (full-cost), pharmaceutical benefit (half-cost), medical benefit (three-quarters cost), sickness benefit, dependants' benefit, and

(ii) By which applications are addressed to the central sick fund for maternity benefit (*moderskapshjälp,* 110-125 kronor available without means test to insured mothers) and for maternity bonus (*moderskapspennigen*) available to non-insured mothers whose taxable income was less than 4,000 kronor for the previous year).

(*b*) Unemployment insurance funds, usually closely linked with trade unions and sometimes compulsory for trade union members.

2. Work injury insurance is conducted by nine commercial insurance concerns as well as by one State insurance institution (*Riksförsakringsanstalt*).

3. State-appointed boards administer State mental hospitals, institutions for mental defectives, and correctional schools.

4. Non-governmental organizations (see VII below).

II. Relations between the Centre and the Field

A. *Technical direction and inspection*

In each province there are a number of specialists attached either to the provincial administration, or to the Royal Social Board, or both.

1. Public assistance and child care advisers, of whom there are thirteen for twenty-four provinces, supervise children's residential institutions and foster care. Child welfare assistants, of whom there is one to each province, help the provincial administration generally with public assistance, child care, and youth welfare, and give advice and instruction during their visits of inspection to the various communes.

2. Provincial temperance committee counsellors have similar functions.

3. After-care advisers of the Royal Social Board see to it that former pupils of schools for the special care of children and young persons receive the help they need for their social adjustment.

B. *Appeals*

A system of administrative appeals from the field to the centre facilitates a considerable measure of uniformity.

1. Decisions of local child welfare committees on children's allowances may be appealed first to the provincial administration and then to the Royal Social Board.

2. Decisions of the pensions committee may be appealed first to the Pensions Board, and then, with its consent, if it is undecided or divided or believes that special issues are involved, to the Crown.

3. Decisions of a central sick fund on maternity benefit or maternity grant may be appealed to the Pensions Board.

4. Similarly with claims to sickness insurance; but these may be further appealed to the Crown, with the consent of the Board, which consent has to be accorded when one of the persons who has participated in the decision has expressed a different viewpoint from the others or when the questions raised are of special importance to one of the parties (from 1 July 1951).

5. Decisions of unemployment funds can legally be appealed only to the civil courts; but, in practice, a member who is not satisfied with the decision of his fund can refer the issue to the supervisory authority, which is the Employment Service Board. Some questions are always referred to the Board, e.g., cases of refusal of work, length of membership, etc. If a fund does not abide by the instructions of the Board, the State grant-in-aid may be withdrawn. Up to the present, it has always proved possible to reach a friendly understanding.

6. Decisions by the nine accident insurance companies and by the National Insurance Institute on work injury insurance are appealed to the Insurance Council.

C. *Co-operative administration*

Claims to maternity assistance go first to the communal child welfare committees. After they have been passed on by these committees, and the necessary inquiries made, they go to provincial committees for decision. These decisions then go back to the communal committees to be carried out.

III. Administrative Specialization at the Centre

A. *Ministries and boards*

Swedish national administration is characterized by a distinction between Ministries and boards.

1. Ministries (*departement*)

These prepare new legislation for the cabinet and parliament. They distribute certain grants appropriated by parliament. They nominate the higher officials of their respective boards for appointment by the cabinet.

2. Boards (*centrala ämbetsverk; styrelser*)

These implement legislation and supervise its administration by local government units and other organizations, acting with a very large measure of independency. Their opinion is called for by the relevant Ministry before it reaches decisions on any matter of importance; they thus have an opportunity to state their views officially and publicly, and are often able in that way to influence the decision.

B. *Ministries engaged in social welfare activities*

1. The Social Ministry:

(*a*) Social affairs:

(i) Royal Social Board questions (see C below);

(ii) Pensions Board questions, including most social insurance and the newer forms of social assistance.

(*b*) Labour:

(i) Labour Protection Board questions, such as factory inspection and applications of labour laws;

(ii) Employment Service Board questions, including vocational guidance and unemployment insurance;

(iii) Work injury insurance, including the State Insurance Institute;

(iv) Labour tribunal questions.

(*c*) Housing:

(i) Housing Board questions;

(ii) Rent regulations, including the National Rent Council.

(*d*) International co-operation on social questions.

2. The Ministry of the Interior:

Created in 1947, the *Inrikes departementet* has taken over many responsibilities including police, previously discharged by the Social Ministry:

(*a*) Provincial administration and prefecture of Stockholm.

(*b*) Health:

(i) Medical Board questions, including State hospitals, mental disease, mental deficiency, professional services, etc.;

(ii) National Public Health Institute.

(*c*) Temperance: anti-alcoholic activities of the Royal Social Board.

(*d*) National Criminology Institute.

(*e*) Aliens control: State Commission on Foreigners.

(*f*) Civil Defence Board.

3. The Ministry of Justice, including Prison Commission questions.

4. The Ministry of Ecclesiastical Affairs and Education, including Supreme School Board and Supreme Vocational Educational Board questions.

5. The Ministry of Finance, including questions concerning alcoholism under the Control Board.

6. The Ministry of Agriculture.

C. *The Royal Social Board*

The *Socialstyrelsen* is presided over by a director-general and is composed of the chiefs of its seven bureaux, some of which are subdivided into sections, as follows:

1. The Child Welfare Bureau (the First Bureau) is divided into:

(*a*) The Section for Child Welfare and Child Welfare Inspection, which is the central controlling and advisory organ for child welfare and juvenile protection. It supervises children's homes and summer camps, and serves as a central authority for the free Government trips organized for the purpose of providing rest and recreation for mothers and children, and as supervisory authority for vacation hostels for housewives. It deals with the establishing of children's homes and summer camps. Applications for State subsidies for children's homes, holiday camps, vacation hostels, etc., are distributed by this section, which also examines applications for grants out of the General Inheritance Fund for purposes of relief. It supervises the administration of allowances for all the children of the country until the age of sixteen, and functions as the final instance in regard to decisions on children's allowances.

(*b*) The Day Care Section, which supervises the establishment and operation of such institutions as day nurseries, "play schools" (kindergartens) and after-school centres. It directs the training of the personnel for these establishments and examines the applications for subsidies to these and to the training schools for kindergarten teachers.

(*c*) The Maternity Assistance Section, which supervises the application of maternity assistance legislation and deals with appeals from decisions made by the Maternity Assistance Committees. (The Royal Social Board is the final instance.)

2. The Social Welfare Bureau (the Second Bureau) is divided into:

(*a*) The Section for Public Assistance and Public Assistance Inspection, which is the central controlling and advisory body in all matters concerning general assistance to the needy. It acts in an advisory capacity in connexion with the establishing of homes for the aged. It supervises the workhouses covered by paragraph 33 of the Poor Relief Act. It decides about the tracing of certain categories of negligent bread-winners. It publishes the Board's periodical *Råd och Anvisningar i Socialvårdsfrågor* (Advice on Social Welfare Matters).

(*b*) The Section for Home Help, which directs the State-supported visiting housekeeper service, and deals with applications for State financial aid for this activity. It arranges courses for the training and examination of home assistants.

3. The Legislation Bureau (the Third Bureau) deals with legislative matters and submits to the Ministry the Board's opinions on questions of a general social character. It handles all matters pertaining to internal personnel, finance, office premises, inventories, files, etc. This bureau also issues information on such social legislation as the application of the holiday and domestic servant laws, the fuel clauses in leases, etc. It supervises the activities of emigration agents. It provides social welfare information for foreign visitors.

4. The Statistical Bureau (the Fourth Bureau) compiles periodical statistics and the results of special investigations into the social conditions applicable to the Board, e.g., cost-of-living statistics, price indices, geographical cost-of-living groups, poor relief, child welfare and other social welfare statistics, co-operation statistics. The Bureau issues the monthly periodical *Sociala Meddelanden* and maintains the Board library.

5. The Statistical Research Bureau (the Fifth Bureau) compiles periodical wage, working hours and employment statistics, as well as building and housing statistics, and carries out extensive social statistical investigations.

The Housing Committee is a special statistical section set up to inquire into the housing conditions prevailing in the country in 1945. This investigation has been instituted for the purpose of obtaining a basis for the State housing policy and the planning of local building operations. It will also be used for a future redistribution of the geographical cost-of-living groups.

6. The Temperance Bureau (the Sixth Bureau), on behalf of the Ministry of the Interior, directs the care of inebriates and supervises the activities of the Temperance Boards. It also handles applications of the Boards for the admission of inebriates into the seventeen public institutions of which four are maintained by the State. The subsidies to the remainder are distributed by the Bureau, which also takes the final decisions regarding the continued detention of the inmates of these institutions.

7. The Child and Juvenile Care Schools Bureau (the Seventh Bureau) was up to 1 July 1946 a special department of the Second Bureau and was then called the Protective Home Inspection. The central direction of the twenty-seven correctional schools (child and juvenile care schools) set up under the Child Welfare Act, and of the boarding homes for after-care, etc., is handled by the Head of the Bureau. He decides upon the admission of the pupils to the various schools and recommends appointments to their permanent teaching staffs. This Bureau supervises work at the schools and homes, distributes the State subsidies among them, and scrutinizes building

plans, etc. The accounts relating to the economic administration of the schools and homes are regularly audited by the Bureau.

The Board contains also *The Labour Conciliation Office,* which deals with matters of arbitration and conciliation in labour disputes and with questions arising under the Right of Association and Negotiation Act.

D. *Territorial specialization*

Norrland presents special problems, if its sparse population is to have access to modern social services. The Crown set up the Norrland Commission in 1940 and the Norrland Committee in 1944 to seek solutions both of the economic problems of the region's population and of such social problems as the improvement and modernization of housing and farms, rural schools, etc. The measures proposed have not yet passed into law.

IV. Administrative Co-ordination

A. *Central*

An important role in co-ordination is played by the Royal Social Board.

B. *Local*

A number of populous communes, both urban and rural, have on their own initiative set up a professionally-staffed Social Bureau, charged with duties of investigation and operation, leaving to committees and commissions composed of elected representatives the responsibility for taking decisions. An extension of this system is facilitated by the grouping of communes into larger units with more ample resources (from 1 July 1952).

V. Finance

A. *Sources of revenue*

1. General budget:

Nearly all governmental social welfare activities are financed from the general revenues of the State.

2. Assigned revenues:

Extra-budgetary financing of social welfare activities and earmarking of revenues are exceptional.

(*a*) Betting and lotteries:

(i) A Government-owned corporation, *Tipstjänst,* conducts betting at sporting events; each year the *Riksdag* fixes the sums that shall be credited to special funds for encouraging open-air sports;

(ii) In some instances the Government authorizes cultural organizations to organize lotteries on behalf of certain social welfare activities such as children's colonies and help for the deaf and the blind.

(*b*) The General Inheritance Fund (*Allmänna arvsfand*):

When a person dies intestate and leaves no heirs except cousins or more distant relatives, his estate goes to this fund. Each year, one-third of such sums is added to capital. The other two-thirds and the interest earned the previous year are used to finance grants-in-aid, in accordance with royal decree. These grants are devoted to the establishment of new child welfare institutions, scout organizations, ski shelters and mountain huts for use by the various youth organizations and certain urban schools, construction of children's summer camps, etc.

3. Beneficiaries' contributions:

(*a*) Compulsory income-security contributions:

(i) People's pensions cost about 780 million kronor per annum, of which only 85 million kronor come from compulsory contributions. These are proportional to income and vary from 6 to 100 kronor. The basic pension may be supplemented by voluntary insurance with the Pensions Board;

(ii) Health insurance is now financed mainly by the State; from 1 July 1951, basic rights are independent of the amount of contributions. These vary according to the sickness benefit desired, e.g., 3.50 kronor per day for persons compulsorily contributing 24 kronor per year. This basic benefit needs to be supplemented in high-rent localities with voluntary health insurance, which increases the sick benefit by 1.50, 3.00 or 4.50 kronor per day;

(iii) Unemployment insurance is financed about 55 per cent by the State and 45 per cent by members' contributions; but the ratio varies from fund to fund and from year to year, according to the incidence of unemployment. Benefit rates are subject to statutory maxima, but have been supplemented with a State emergency grant since 1945;

(iv) Children's allowances are entirely State financed but their introduction in 1948 was accompanied by the abolition of income-tax exemptions in respect of minor children.

(*b*) Payments by users:

(i) Day care centres usually charge for their services. Receipts from this source have to be reported to the Social Board, but do not result in a reduction of subsidy. The Social Board publishes, by way of example, a sliding scale showing how service charges can be proportioned to size of income and number of children (*Räd och Anvisningar i Socialvårdsfrågor*, No. 36, March 1946);

(ii) Home help is free to families with low income or many children. The Social Board recommends a sliding scale, varying with size of income and number of children (*Ibid.*, No. 42, November 1946), but leaves to provincial boards a certain discretion in fixing charges for the more well-to-do;

(iii) Maintenance of institutions by the work of residents is unusual, except to some extent in penal institutions, correctional schools, inebriate institutions, and the workhouses where bread-winners are placed who neglect their family obligations. In other institutions there are naturally certain kinds of occupation that constitute an important factor in treatment. In some institutions the beneficiaries participate voluntarily, so far as they are able, in the day-to-day work, e.g., in communal old people's homes. A bill at present under study would provide occupational therapy, adapted to individual needs, in most social welfare institutions. This would aim at the welfare of the beneficiaries rather than the improvement of the economic situation of the institution.

B. *Cost sharing*

1. Grant-aided services:

(*a*) Services for which all or most of the cost is met by the State:

Work injuries insurance;
Free school material;
Free school meals;
Scholarships;
Maternity bonus;
Maternity benefit;
Maternity assistance;
Maternity hospitals and midwives' schools;
Measures for rest and recreation of mothers and children;
Provincial medical officers;
State mental hospitals;
Aid to the handicapped;
Family housing;
Marriage loans;
Expenditures for refugees and Swedes abroad;
Workers' and peasants' pensions (since 1948);
Children's allowances (since 1948);
Compulsory sickness insurance (from 1 July 1951).

(b) Other services for which considerable State aid is granted:

School transport;
School hostels;
Preventive health measures for mother and child;
District nursing services;
Family allowance for widows with several dependent children;
Visiting housekeeper service (home helps);
Anti-tuberculosis measures;
Communal and provincial mental institutions;
Institutions for the chronic sick;
Anti-alcoholic measures;
Institutions for infants;
Children's homes.

2. Principles on which State aid is granted:

(*a*) In some fields of social activity, State aid consists of a percentage of the expenditure of the *landsting* or the communes. The amount of aid granted varies with the tax income. Sometimes the percentage is fixed, but with a maximum for large communes with large expenditures, e.g., aid granted for local anti-alcoholic services.

(*b*) Sometimes the State aid helps in the remuneration of the personnel, e.g., maternal and child welfare, visiting housekeepers, etc.

(*c*) Social welfare institutions are a class apart. State aid is granted for the construction or alteration of the various institutions, at a rate of a fixed sum per person accommodated (sometimes only for a fixed number of beds, proportional to population). Other State grants aid in meeting operating expenses; they take the form of so much per day per person, or a certain percentage proportional to the tax revenue.

3. Examples of grant-in-aid administration:

To give a more exact idea of the complexity and diversity of State grants, some examples are given to illustrate various combinations of the above methods. They illustrate also differences in methods of control and inspection. As a general rule, chief responsibility rests with the central board responsible for allocating among the various social welfare agencies the grants approved by the *Riksdag*. The central supervisory authority is assisted by different provincial organs and by the local government authorities.

(*a*) Maternal and child health:

This is provided by a *landsting* or large city, and is inspected by (i) the chief provincial medical officer in the district concerned, or the chief city medical officer in the case of large cities, and (ii) the Health Board (responsible for allocating funds). Grants are either lump-sum payments meeting half the cost of reconditioning and equipping buildings, or annual operating grants in aid of staff salaries or transport costs connected with home visits. The annual grants vary according to the kind of maternal or child health centre. Conditions for receiving grants are fixed by State decree.

(*b*) Home helps (visiting housekeepers):

This service is provided by the home helps committee or other communal organ and is inspected by (i) the provincial home helps board and (ii) the Social Board (responsible for allocating funds). State grants are in aid of the salaries of trained visiting housekeepers, with the State contributing 1,000 kronor a year towards the salaries of full-time visiting housekeepers with a base salary of at least 1,500 kronor a year. This State grant is conditional on a grant of at least half as much by the *landsting* or by a city not under *landsting* jurisdiction. The State grant is also related to the population of the commune concerned.

(*c*) Children's day-care centres:

These nurseries, kindergartens, afternoon homes, etc., are provided by communes, endowed foundations, associations, or industrial undertakings, and are subject to inspection by (i) the child welfare committee, (ii) the provincial board and (iii) the Social Board (responsible for allocation of funds). The State grant is conditional on recognition by the Board that an agency meets a local need. It is either a salary grant in respect of trained personnel, or a grant towards the cost of feeding the children in the agency.

4. Equalization grants:

Besides making special grants to special services, the State grants aid for the general purpose of lightening the fiscal burden of heavily taxed communes. This is conditional on:

(*a*) Communal (including provincial) tax levies exceeding a certain sum (without counting loan charges connected with churches, primary schools, public assistance, child welfare, and health).

(*b*) Communal tax levies of at least a certain amount being appropriated to churches, primary education, public assistance and child welfare.

C. *Relations between social welfare and economic development*

In Sweden the carrying out of plans for the reform of social welfare services is not dependent on economic development except in so far as their financing depends on full employment and full utilization of productive resources. Now that a number of great social reforms has been carried through and since the present economic situation of Sweden calls for great care in making commitments for new State outlays, present reform plans are more concerned with organization than with radical change, and with the filling of some gaps that are still discernible in the social security system. Owing to the shortage of manpower that has been evident for several years, attention is being particularly paid to the possibility of employing handicapped persons. For the same reason, the present need for utilizing all manpower resources contributes to the extension of day care centres. Finally, the decision to make sickness insurance compulsory necessitates various reforms in the fields of public health and medical care.

VI. Personnel

A. *Paid personnel*

1. Local government personnel:

Since primary responsibility for social welfare activities rests with communal boards and committees composed of elected representatives, it is by these bodies that the number and qualifications of social welfare officials are generally decided. Owing to the expansion of social welfare services

during the 1930's the demand for trained social welfare personnel has continually increased. In spite of the creation since 1940 of two of the three schools of social work, demand continues to outstrip supply. The chiefs and some of the staff members of municipal social bureaux (see IV. B. above) usually have a social work diploma granted by one of the three recognized institutions. Municipal social welfare officials have usually received this diploma or an equivalent theoretical and practical training.

As the reorganization of rural communes results in larger units, increased recruitment of trained personnel may be expected, for the discharge of duties at present performed in the poorer communes by elected representatives.

2. State personnel:

State public assistance and child welfare advisers and child welfare assistants generally have specialized social training or its equivalent The Social Board has in addition some staff members with juridical or academic training. The staff of the Ministry has as a rule an academic training.

B. *Unpaid personnel*

1. Extent of employment:

Unpaid personnel is not greatly used, except for such services as youth recreation.

2. Training of communal officeholders:

A State commission for training of elective communal officeholders has reported on methods to be followed, and has received a State grant in aid of correspondence courses. It considers that most of this training should be by way of correspondence, and that this might subsequently be followed up with short courses and conferences. It envisages entrusting the schools of social work with both forms of training (See also VII. 3 below).

VII. Non-Governmental Organizations

Examples of co-operation

Important instances of administrative co-operation between governmental and non-governmental organizations include the following:

1. Many social welfare institutions, such as institutions for alcoholics and children's institutions, have long been conducted by private agencies The State exercises an extensive control over them and grants them considerable subsidies. They have thus acquired a semi-official character, especially in the case of inebriate institutions and correctional schools. It is thus the Social Board that decides whom to admit to these institutions. As for children's institutions, these are becoming principally a responsibility of the provincial government (*landsting*).

2. In some cases, private organizations have taken the initiative in providing certain services; then, when these have been tried out and have proved that they meet a need, they have been taken over by the State. Thus the *Allmänna Barnhuset* fund for foster care was the original creator of the post of provincial child welfare delegate, which was abolished when the post of provincial child welfare assistant was created. Since then, the *Allmänna Barnhuset,* continuing its pioneering work, has devoted itself to training of communal child welfare delegates and research on child welfare.

3. The *Svenska Socialvärdsförbundet* (Swedish Social Welfare League) —a nation-wide federation of provincial unions of child welfare committees and public assistance boards—is also active in professional training, especially of:

(*a*) Managers of old people's homes (for which it receives a considerable State grant).

(*b*) Heads of children's institutions (also State-aided).

(*c*) Leaders of children's vacation camps, etc.

4. On behalf of the social readjustment of pupils paroled from correctional schools, the Social Board has entrusted temperance organizations with the establishment of State-aided hostels. Thanks to these hostels, the stay at the school can be considerably reduced, and the social rehabilitation of these young persons facilitated.

5. Trade unions co-operate in the establishment of State-aided unemployment funds.

VIII. Current Problems

Proposed legislation at present under study may bring changes in the administration of: unemployment insurance; limited working capacity; free medical care; nurses' training; improvement of inebriates' institutions; extension of day care centres; reorganization of education; treatment of the mentally and physically handicapped; grants in aid of provincial health service; work injuries insurance; paid vacations of three weeks; pregnancy and maternity allowances (co-ordinating the present assistance allowance, insurance benefit, and bonus); improved maternity service; replacement of poor-relief with general supplementary assistance (*socialhjälp*) based on need; organizational changes consequent upon regrouping of communes and increase in their resources.

Switzerland

In Switzerland there is no unified system of administering all social welfare activities. Every branch of social assistance and social insurance has its own form of administration.

I. Field Administration

A. *Centralized administration*

This is most unusual. Accident insurance (including the prevention of work injuries) has been administered since 1911 by an autonomous State establishment, consisting of a central office and of field offices in various parts of the country.

B. *Decentralized administration*

This is normal; but it takes many forms, e.g.:

1. Income-security insurance:

(*a*) Compulsory insurance against loss of income by reason of military service, 1940-1947:

(i) Employers collected contributions and paid benefits;

(ii) Employers' associations and cantonal governments established equalization funds; and

(iii) The federal Government supervised and aided the funds.

(*b*) Compulsory insurance against loss of income by reason of old age or survivorship (but not invalidity) has been organized since 1947 along similar lines:

(i) Direct relations with clients are entrusted to employers (especially collection of contributions), public and private insurance undertakings, and local offices operated either by a cantonal equalization fund or by the commune under the direction of such a fund;

(ii) There are 109 equalization funds (*personnes morales de droit public*), of which two are federal (for personnel of the federal Government and for Swiss citizens resident abroad), twenty-five are occupational (created by the principal employers' associations), and others are created by the cantonal governments; and

(iii) The federal Government supervises the whole system.

2. Health insurance:

There is no country-wide insurance against sickness or maternity:

(*a*) Three cantons have established cantonal sick funds for compulsory health insurance of school children.

(*b*) Many cantons have permitted their communes to establish public communal sick funds as part of the municipal government.

(*c*) Most persons insured against health contingencies are in private funds (see VI below).

3. Family allowances:

These are not country-wide. Administration is normally by employers. Equalization funds are established either by employers' associations or by

cantons. Participation in such funds is compulsory in some (especially French-speaking) cantons.

4. Guardianship:

The federal civil code provides for guardianship authorities (*autorités tutélaires, Vormundschaftsbehoerde*), who may be either judicial organs (which is more usual in French-speaking cantons) or communal administrative organs (which is more usual in German-speaking cantons), or exceptionally, a family council—subject in every case to supervision (which is usually by a higher court in French-speaking cantons or by the *Conseil d'Etat* in German-speaking cantons). These guardianship authorities may appoint a trustee (*curateur, Beistand*) for limited purposes, such as tracing the father of an illegitimate child and obtaining assumption of maintenance responsibility; and they may appoint a guardian (*tuteur, Vormund*), to take full responsibility for the person and property of the ward. Trustees and guardians are publicly provided in different ways in different cantons, e.g., Geneva has an all-purpose child welfare office (*Office de l'enfance*), whereas many German-speaking cantons and cities follow the Leipsig model of having a specialized guardianship office (*tuteur général, Amtsvormundschaft*).

II. Relations between the Centre and the Field

A. *General principles in matters of social administration*

1. Relations between Confederation and cantons:

(*a*) The Confederation establishes common legal norms for the whole country, makes provisions for matters of country-wide economic importance, and makes grants-in-aid to non-governmental organizations.

(*b*) Execution of these common legal norms is left so far as possible to the cantons.

2. Relations between cantons and communes:

(*a*) German-speaking cantons tend similarly to leave field administration to their communes.

(*b*) French-speaking cantons tend towards more direct cantonal administration.

B. *Methods of central control*

1. Policy formulation:

The Confederation is entitled to issue legal rules concerning insurance against loss of income through military service or old age or survivorship. It also formulates the codes of civil and criminal law.

2. Appeals:

Insured persons' appeals against decisions concerning contributions or benefits are heard in the first instance by a cantonal tribunal (*commissions*

d'arbitrage, autorités cantonales de recours), and in the second and final instance by a federal tribunal (*commissions fédérales de surveillance, Tribunal fédéral des assurances*). These appeals are without expense to the appellant.

3. Fiscal administration:

In matters of country-wide social insurance, the Confederation supervises the operation of the cantonal and occupational funds, so as to ensure uniform country-wide application. This includes power to issue directions to funds, and in certain instances to order their management by a commissioner.

III. Administrative Specialization at the Federal Level

Two Federal agencies are concerned with the administration of social insurance:

1. The Federal Social Insurance Office (*Office fédéral des assurances sociales*):

(*a*) Accident insurance: centrally administered.

(*b*) Soldiers' maintenance insurance, country-wide but decentralized.

(*c*) Old age and survivors insurance, country-wide but decentralized.

(*d*) Health insurance: centrally subsidized, but not country-wide.

2. Federal Ministry of Finance (*Administration fédérale des finances*): Section of central equalization funds for (*b*) and (*c*) above.

IV. Finance

A. *General revenues*

The consolidated funds of the communes, the cantons and (for social insurance) the Confederation, are drawn upon to some extent for social welfare purposes.

B. *Assigned revenues*

Special sources of revenue are of great importance for the social welfare activities of cantons and communes.

1. Income from property (*patrimoine*).

2. Earmarked taxes (*droits des pauvres*).

C. *Cost sharing*

Income-maintenance insurance is for the most part financed as follows:

Sources of income	*Compensation for loss of income* (1940-1947) *Per cent*	*Old age and survivors insurance* (1948) *Per cent*
Employed persons[1]	60.66	57.87
Self-employed persons	8.19	13.71
Persons without gainful occupation	—	13.71
Confederation	19.80	18.28
Cantons	9.91	9.14
Interest	1.44	0.68
Gifts and bequests	—	0.32

[1] Two per cent each, by employer and employee.

V. Personnel

A. *Extent of use of trained social workers*

1. Swiss schools of social work train women only; they train workers in children's residential and day care institutions, and secretaries of social welfare agencies, as well as case workers.

2. Administrators of social insurance and social assistance are not social workers, but are trained as lawyers, accountants, economists, statisticians, etc.

B. *Personnel practices in social administration*

The personnel of cantonal equalization funds comes under cantonal civil service regulations, and that of occupational equalization funds comes under the laws and practices of private employment. The personnel of the Federal Social Insurance Office comes under the federal civil service regulations.

C. *Volunteer welfare work*

Most sick funds are run by a committee of members, who work for little or no remuneration.

VI. Non-Governmental Organizations

A. *Kinds used*

These include:

1. Philanthropic agencies:

(*a*) General, e.g., *Société suisse d'utilité publique* (*Schweizerische Gemeinnuetzige Gesellschaft*), Zurich.

(*b*) Special, e.g.,

(i) "Pro Juventute"; centralized technical and financial service, decentralized operations (192 districts); rotating concentration on mother and child, school child, and adolescent.

(ii) "Pro Infirmis": aim, the care and rehabilitation of handicapped persons capable of being helped, including provision of prosthetic and other equipment and organization of out-patient rehabilitation centres; aid to agencies as well as to individual cases.

(iii) "Pro Senectute": for economic and other help to the aged.

2. Mutual aid:

(*a*) Trade unions, e.g., provident funds for insurance against unemployment; low-cost housing, etc.

(*b*) Co-operatives for consumers, farm credit, etc.

(*c*) Sick funds (1,000 with 2 million members).

3. Endowed foundations:

For special care, e.g., training for the blind, accommodation for the aged, etc.

4. Business enterprises:

In social insurance schemes, business concerns participate in the administration, both in collecting contributions and, where practicable, in paying them. For old age and survivors' insurance, equalization funds may be created by the principal Swiss occupational organizations, country-wide or regional interoccupational organizations, organizations of the self-employed, etc. Workers' organizations have the right to insist on joint management of occupational equalization funds (federal old age and survivors' insurance law, article 54).

B. *Extent of use*

Voluntary initiative is encouraged as a desirable alternative to governmental administration. Certain non-governmental organizations have been accorded the statutory right to participate in the administration of some compulsory measures (see preceding paragraph).

C. *Financing*

In addition to voluntary contributions and endowments, non-governmental organizations receive governmental financial support in the following forms:

1. Privileges:

Sale of special postage stamps and greeting telegrams on behalf of "Pro Juventute".

2. Grants-in-aid:

(*a*) To encourage voluntary sick funds: the Confederation gives *per capita* grants, varying according to the benefits assured; lying-in grants; breast-feeding grants; additional *per capita* grants for sick funds in mountain areas; grants for reduction of costs of medical care in mountain areas; part-reimbursement to cantons or communes for insurance of indigent persons; and grants to sanatorium patients insured against tuberculosis; similar grants are made by cantons or communes, either for all insured persons or for persons compulsorily insured.

(*b*) To encourage voluntary unemployment insurance.

(*c*) To encourage voluntary agencies, such as a grant by the Confederation in aid of "Pro Infirmis".

D. *Supervision*

1. Federal supervision is a function of federal grants-in-aid, e.g., "recognized sick funds" are those that receive grants-in-aid and are subject to supervision; each year they submit financial statements and statistics needed for calculating federal grants; federal officials visit them regularly to audit their accounts; and their regulations may not be changed without approval by the Federal Social Insurance Office.

Co-ordination and technical supervision are effected not by the federal Government but by federations of funds—voluntary in the case of general sick funds, and compulsory in the case of special funds for insurance against tuberculosis.

2. Cantonal supervision may extend to any agencies within the canton, regardless of whether they are subsidized by the canton.

E. *Recognition*

Some organizations of non-governmental origin have not only been granted subsidies or privileges by the Government, but have also been accorded semi-governmental status as *personnes morales de droit public,* to which the Government has delegated certain of its functions, e.g., occupational, old age and survivors' insurance funds.

United Kingdom of Great Britain and Northern Ireland

The constitution of the United Kingdom is flexible and largely unwritten: there is nothing in that country corresponding to the basic organic laws of other constitutional systems. Tradition and precedent modify and are modified by current political philosophies, and both factors, while determining the shape of social legislation in the United Kingdom, are affected by considerations of practical expediency.

I. Field Administration

A. *Methods used*

All the following methods are used, according to circumstances and the subject matter: (i) State centralized agencies, (ii) devolution to local government, (iii) State decentralized agencies, (iv) voluntary agencies utilized either by the State or by local government authorities.

B. *Trends*

If experience shows that a particular method of field administration has outgrown its usefulness, or is unsuited to changing circumstances, proposals are made to Parliament for altering the law (in cases where the amendment of an Act is required) or the Statutory Regulations are amended by prescribed procedure, or (where the matter is one within the administrative discretion of Ministers) the necessary improvements are made by simple administrative action.

The complexity of modern social requirements generally makes it necessary for the basic provisions of a new measure to form the subject of an Act of Parliament, which prescribes with some particularity what is to be done, and often also authorizes the responsible Minister to make regulations for the detailed administration of the law. These regulations, which have to be laid before Parliament, have the force of law, and may either give a discretion to, or be binding upon, local authorities or other interested parties, according to the circumstances.

1. Larger units:

Where delegated administration is appropriate, it is often found more expedient to entrust the responsibility to the larger organs of local government—such as the councils of counties, county boroughs and large burghs, rather than to the smaller organs.

Where the law imposes requirements which the local authorities cannot fulfil efficiently if they continue to act separately, each for its independent area, arrangements are often made to set up joint boards covering the area of several authorities and consisting of representatives of each competent local authority within the area covered.

2. Centralization:

In certain aspects the tendency is to centralize; for example, the development of social insurance and national assistance as State services. On the other hand, centralization may often be accompanied by a large measure of devolution of administrative responsibility to democratically constituted organs of local government, cf. the responsibility of county and county borough councils under the new National Health Service to provide, equip, staff and maintain the new health centres (see also VIII. A below).

II. Central-Local Relations

For the growth of a field staff technically qualified to perform duties of interpretation and supervision, see VIII. A.-B. below.

III. Administrative Specialization

A. *Functional specialization*

Social welfare activities in the United Kingdom are distributed among a number of specialized functional organs:

1. Health-connected welfare activities:

(*a*) Central organs:

(i) Minister of Health (England and Wales);

(ii) Secretary of State for Scotland;

(iii) Minister of Health and Local Government for Northern Ireland.

(*b*) Field administration:

(i) Hospital boards, responsible for hospital almoning, psychiatric social work and occupational therapy in so far as it is carried out at or in connexion with hospitals.

The National Health Service Act, 1946, which came into operation in July 1948, placed responsibility for these functions on the Minister of Health. The Minister discharges this responsibility through the agency of fourteen regional hospital boards, who are responsible to him for the planning and general supervision of the hospital and specialist services (non-teaching hospitals only) and in turn discharge their responsibility for the day-to-day administration of the services through hospital management committees appointed by themselves for the control and management of individual hospitals or groups of hospitals. The teaching hospitals are outside this administrative structure, and are managed each by its own board of governors, who are responsible not to the regional hospital board, but direct to the Minister.

The National Health Service (Scotland) Act, 1947, placed responsibility for these services on the Secretary of State for Scotland. There are five regional hospital boards in Scotland responsible for teaching as well as non-teaching hospitals.

The Health Services Act (Northern Ireland), 1948, placed responsibility for hospital and specialist services on the Northern Ireland Hospitals Authority.

(ii) Local health authorities, responsible for health visiting, mental deficiency services, infant and maternal centres, nurseries and foster care, health centres, domiciliary midwifery, home nursing, vaccination and immunization, ambulance services, prevention of illness, care and after-care of the sick, and domestic help in households where it is required on grounds

of health. (In Scotland, health centres and ambulance services are the direct responsibility of the Secretary of State.) These local health authorities are not specially appointed authorities, but existing local authorities—county councils and county borough councils, and the county councils and large burghs in Scotland—who, for the first time, have the statutory duty of providing these services.

(iii) Local executive councils, responsible for personal medical services. Until 1948, medical care for recipients of social assistance allowances (public assistance outdoor relief) was provided by the Poor Law authorities (counties and county boroughs) through their district medical officers who were usually general practitioners acting part-time in this function. Very few district medical officers were full-time. Medical care (other than institutional treatment) for recipients of social insurance benefits (persons insured under the National Health Insurance) was provided by general practitioners working under the National Health Insurance scheme. These insurance doctors did not receive a salary as did many of the district medical officers, but were under contract with local insurance committees (one for each county and county borough) and received a capitation fee for each patient on their list. Responsibility for making the arrangements rested with the insurance committee, subject to regulations made by the Minister of Health.

Under the National Health Service Acts, and the National Assistance Act, 1948, these arrangements were changed. The Poor Law medical services were abolished when the new Health Service came into operation in July, and responsibility for the medical care of poor persons no longer rests with local authorities.

Under the National Health Service Acts, medical services (available without payment of fees) are provided for everyone in the country irrespective of age, insurance qualifications, occupation, or circumstances. Personal medical services are provided by general practitioners under contract with local executive councils which replace the former insurance committees and are responsible for the arrangements subject to regulations made by the Minister. The executive councils are composed of members appointed by the local health authority, the Minister of Health (or Secretary of State for Scotland) and the local medical, dental and pharmaceutical committees.

The cost of the National Health Service as a whole (including hospital treatment and local authority services) is borne by the national exchequer, to a small extent by the local rates, and in part from part of the contributions paid under the new National Insurance Act. Doctors providing personal medical services under the scheme receive a capitation fee for each person on their lists or, in some instances, a fixed annual payment of £300 together with a reduced capitation fee. In Northern Ireland, under the Health Services Act, (Northern Ireland) 1948, similar services are avail-

able through the agency of the Northern Ireland General Health Services Board.

2. Education-connected welfare activities:

(*a*) Central organs:

(i) Minister of Education, for England and Wales (in the case of school health service, responsibility is delegated by the Minister of Health);

(ii) Secretary of State for Scotland;

(iii) Minister of Education for Northern Ireland (for the school health service, responsibility rests with the Minister of Health and Local Government for Northern Ireland).

(*b*) Field administration:

Local education authorities, responsible (in addition to their main function of providing free primary and secondary education for children between the ages of five and fifteen, and for full-time and part-time technical and commercial adult education for persons over compulsory school age) for:

(i) School children's health service (securing medical treatment and specialist service mainly through the National Health Service); psychological and child guidance service; provision (in special and ordinary schools) for socially, physically or mentally handicapped children.

Many approved special schools for handicapped children are owned under trusts by local or national voluntary organizations; in carrying out the statutory duties imposed upon them, local education authorities make use of the services provided by such voluntary bodies, whose income consists mainly of the fees paid to them by the local education authorities.

Supervision of local education authorities' functions is effected through inspection by medical officers and inspectors appointed by the respective central Government departments;

(ii) Nursery schools, and nursery classes attached to primary schools: these rank as part of primary education;

(iii) School milk and school lunches; the statutory responsibility rests with the local education authorities under the supervision of the respective central Government education departments. Milk is made available without cost to the authorities by the Ministry of Food. The costs incurred in the provision of school lunches are met, subject to limits of reasonable cost, by grants paid by the central Department to the authorities;

(iv) Securing adequate facilities for recreation and social and physical training in their leisure time for children in full-time attendance at school, and for young persons between the ages of fifteen and twenty; local education authorities may invoke the assistance of voluntary organizations to whom they give grants-in-aid; national voluntary organizations operating in their field in many cases receive grants-in-aid direct from the central Government departments towards their central administrative expenses and the cost of regional undertakings;

(v) Community centres: their establishment and running are a function of the local education authority.

3. Employment-connected welfare activities:

(*a*) Central organs:

(i) Ministry of Labour and National Service (London, for Great Britain);

(ii) Ministry of Labour and National Insurance (Stormont, Belfast, for Northern Ireland).

(*b*) Field administration:

(i) Occupational rehabilitation:

This is undertaken at the Ministries' appointments offices, district offices and local offices throughout the country, under the control of regional offices on lines laid down broadly by headquarters. At each local and district office there are one or more "disablement resettlement officers", whose special function is to assist disabled persons to secure employment or training, and it is mainly through these officers that the Ministry operates the provisions of the Disabled Persons (Employment) Act, 1944. There are, however, special disabled persons resettlement sections at the Ministry's headquarters and regional offices, and the Ministry has also established a number of advisory committees, both at national and district level, to advise it in this work.

Vocational training is provided at Government training centres (some of them residential) in different parts of the country; at technical colleges, residential training centres run by voluntary organizations and at employers' establishments. The Ministry also provides, in industrial rehabilitation units, courses of industrial rehabilitation aimed at the restoration of employment capacity, and these courses provide also opportunities for adjustment to working conditions, and for assessing suitability for particular types of work. A special non-profit-making company—Remploy Ltd.—has been established to provide employment for severely handicapped persons not capable of work under ordinary conditions, and the company has already opened a large number of factories in different parts of the country. It is also developing homeworker schemes for people whose disability prevents them from travelling to and from work.

(ii) Transfer of work people from one area to another: duties undertaken at district and local offices throughout the country, under the control of regional offices, include: issue of fares; authorization and payment of travelling allowances and lodging allowances to transferred workers. Regional and local welfare officers are concerned with the welfare of transferred workers outside the factories, e.g., suitability of lodging or hostel accommodation; adequacy of meal and travelling facilities; care of young children of mothers in employment.

A special corporation—the National Service Hostels Corporation—has been set up by the Ministry to manage hostels for transferred workers on a non-profit-making basis. In matters of welfare, the Ministry enlists the aid of local authorities, e.g., in regard to accommodation, provision of day nurseries and recreational facilities. Welfare and recreational organizations, e.g., women's voluntary services, discharge executive functions.

[*Note:* Paragraphs (i) and (ii) above apply only to Great Britain. They are, as yet, not applicable to Northern Ireland.]

(iii) Working conditions:

His Majesty's inspectors of factories are concerned with the safety, health and welfare of workers in factories and certain other premises. They are responsible for administering statutory requirements in regard to:

a. Hours of work of women and young persons.

b. Sanitary conditions.

c. Conditions affecting the health of workers.

d. Safety of machinery, plant and premises.

e. The provision of welfare amenities

(iv) Personnel management:

The Ministries' staffs of personnel management advisers are selected from men and women with expert knowledge and considerable experience as personnel officers in industrial undertakings. The chief work of these advisers is to visit factories and, after a careful study of their problems, to advise managements with regard to personnel policy and the various functions of personnel management.

4. Housing-connected welfare activities:

(*a*) Central organ:

(i) Ministry of Health;

(ii) Ministry of Health and Local Government for Northern Ireland.

(*b*) Field administration:

(i) County borough councils;

(ii) Borough councils;

(iii) Urban and rural district councils.

The social welfare of the tenants of housing estates is regarded as a part of the general housing management responsibilities of the housing authorities, and is within the functions of the housing manager or other officer in charge of the administration of the authority's estates. The welfare aspect of the work of housing management is primarily concerned with helping the tenant to make the best use of the house and of the facilities, social, educational or otherwise, offered by the new estate. Such work is carried out either by special welfare workers or by the rent collectors.

The housing manager through his staff is expected to be able to put tenants in touch with any of the social services of which they may be in need at any time, and for this purpose normally maintain contact with the other officials concerned, e.g., hospital almoner, health visitors, probation officer, assistance board officials. In some places a voluntary committee acts as a co-ordinating agency, chiefly in an advisory capacity and as a source of information on the social services generally, and the housing manager would then refer tenants in need of help to this committee.

Recommendations on housing management in all its aspects were made in the report entitled *The Management of Municipal Housing Estates* issued in 1938 by the Housing Management Sub-Committee of the Central Housing Advisory Committee of the Ministry of Health (reprinted 1946), and in Circular 1740 of the Ministry of Health, dated 31 October 1938.

The housing manager is usually connected with the community centre only through his personal interest in such activities on the estate.

5. Court-connected welfare activities:

(*a*) Central organs:

(i) Home Office (also Lord Chancellor's Department in respect of legal aid);

(ii) Scottish Office.

(*b*) Field administration:

(i) Legal aid in England and Wales:

Legal aid for poor prisoners is governed by the provisions of the Poor Prisoners Defence Act, 1930, under which a person charged with an offence may, at the discretion of the court, where the court is satisfied that it is desirable in the interests of justice that he should have legal aid, be granted a certificate by the court, entitling him to the services of a solicitor and/or counsel.

Solicitors and counsel are selected by the accused from a panel of persons who are prepared to undertake this work; the remuneration of solicitor and counsel is a matter which is determined by the court within the limits of the maxima allowed by regulations made by the Secretary of State, and the fees so allowed are payable out of local funds.

The report of the Rushcliffe Committee on Legal Aid and Legal Advice in England and Wales (Cmd. 6641 of 1945) has now been implemented by the Legal Aid and Advice Act, 1949, which provides for legal aid in civil cases for the lower income groups and legal advice in matters not involving litigation. Arrangements for these provisions are placed in the hands of the Law Society (the governing body for solicitors). The Act also establishes a legal aid fund to bear the expense of legal aid and advice and the moneys are found by Parliament. The Act has not yet been put into effect.

In addition to legal aid granted by this procedure, such private charitable organizations as the Poor Man's Lawyer undertake, in proper cases, to provide legal advice for poor persons either free or upon such payment as the person can afford.

(ii) Legal aid for poor persons in Scotland:

The present arrangements for representation of poor persons are that, in the Court of Session, the Faculty of Advocates nominates annually counsel for the poor, and the legal societies appoint solicitors to act as agents for the poor. In the sheriff court, agents for the poor are nominated annually by the local practitioners, and the sheriff has power to nominate if there are insufficient volunteers. There are at present no statutory income limits, but a person will not be entitled to the benefit of the Poor's Roll if he has a weekly income in excess of £3 together with twelve shillings and six pence for each child or dependant. Under the present procedure in civil cases, if the court, on the recommendation of a committee of local solicitors, admits the applicant to the Poor's Roll, his case proceeds as a poor's case and no fees are payable by him to either counsel or solicitor, but he remains liable for the solicitor's outlays and out-of-pocket expenses. In any criminal case a "poor" person is entitled to the services of a solicitor for the poor, and in some sheriff courts one or more poor's agents in criminal cases are in attendance at the court. In the High Court of Justiciary the services of junior counsel and, if necessary, of senior counsel also are always available for the defence of poor persons without fee.

The existing system is modified to meet present-day requirements by the Legal Aid (Scotland) Act, 1949, which provides for legal aid by way of assistance in the conduct of litigation in civil cases and by way of defence of the accused in criminal cases. Under the Act, legal aid will be made available to those whose "disposable income" does not exceed £420 a year and whose "disposable capital" does not exceed £500. The assessment of a person's disposable income or capital will be carried out by the National Assistance Board which, after making deductions for taxes, rates, rent and other specified items, will fix the maximum contribution payable by the assisted litigant towards the expenses of the action. It is also provided that an assisted litigant's liability for expenses awarded against him if he loses his action will be limited to the amount, if any, which in the opinion of the court is a reasonable one for him to pay. Further provisions of the Act provide for intermediate legal aid by way of help to assert or dispute a claim where the question of legal proceedings has not yet arisen, and for legal advice consisting of such oral advice on legal questions as can be given by a solicitor at a single interview.

Legal aid under the Act will be provided by counsel and solicitors who volunteer and who will be remunerated for their services from the Legal Aid (Scotland) Fund, which will be financed from moneys provided by Parliament and from contributions by litigants. The litigants will not be required to make any payment direct to the counsel or solicitor who acts

for him. The responsibility for administering the scheme will rest with the legal profession.

The Act has not yet been brought into force, but the legal aid scheme is in course of preparation and it is expected that the provisions relating to legal aid in the principal civil courts will be brought into operation during 1950.

(iii) Welfare of prisoners:

a. Prison visitors:

These are voluntary workers who pay friendly visits to prisoners in their cells. Their work is co-ordinated and guided by a body which they themselves elect, called the National Association of Prison Visitors. No paid workers are employed, but a small grant is paid from public funds towards their secretarial and travelling expenses.

In Scotland, prison visitors are selected by the chaplain and, since they are local residents, receive no expenses.

b. Women's voluntary services:

At some women's prisons in England and Wales and in Scotland, members of this organization attend to assist women with immediate difficulties arising from their committal to prison.

c. Employees of the Prison Commission and Scottish Home Department:

Trained social workers (women) are employed full-time by the commissioners at borstal reception centres for case investigation.

Trained psychiatric social workers are also employed both on case investigation and in assisting the psychiatrists.

(iv) After-care of discharged persons:

a. Persons serving sentence of imprisonment (except those under twenty-one years of age serving terms of three months and more) are discharged unconditionally on completion of their sentences. In some cases persons discharged are required to report their addresses periodically during a given period following discharge from prison.

Necessary assistance to discharged persons in getting home and re-establishing themselves is rendered by discharged prisoners' aid societies.

There must by statute be one of these at every prison from which such prisoners are discharged, and it must be "certified" by the Secretary of State. They are in essence voluntary societies of a philanthropic nature supported by voluntary contributions collected locally. But they receive from the Exchequer a capitation grant of two shillings per head for each prisoner discharged and a grant of one-third of their administrative expenses.

The work of these societies is co-ordinated and guided by a central body called the National Association of Discharged Prisoners' Aid Societies, of which the governing body is elected by the Societies themselves. The

whole cost of the administrative expenses of this Association is met from public funds. Through this Association are paid and administered the grants to the local societies above mentioned, and also a "variable grant" to give special assistance to the poorer societies according to their needs.

The administration of these grants gives the commissioners a measure of control over the general conditions of the paid employees of the Association and, to a less direct extent, of the societies. These employees are not in general "trained social workers" in the sense of having taken any recognized course of training.

b. Persons serving sentences of corrective training and preventive detention and persons under twenty-one years of age with sentences of three months or more are released conditionally on licence.

The assistance on discharge and subsequent after-care of these classes is undertaken by the Central After-Care Association, the membership of which is representative of all associations and of various official and unofficial bodies who are interested in this branch of work.

The whole of the administrative expense of this body and the cost of assistance to persons who receive after-care are met from public funds.

c. Persons discharged from borstal institutions are also on conditional licence and are supervised by the Borstal Divisions of the Central After-Care Association.

d. The Central After-Care Association works through local agents, usually probation officers, who are under an obligation to advise, assist and befriend persons conditionally released from prisons and borstals.

Control over the appointments and salaries of officers of the Central After-Care Association is exercised by the governing body of the Association, subject to the approval of the Prison Commissioners.

e. In Scotland, the after-care of convicts, borstal inmates on licence and young prisoners under twenty-five years of age is undertaken by the Scottish Central After-Care Council, and of other prisoners by the Discharged Prisoners' Aid Societies.

(v) Probation:

It is the duty of probation officers to advise and assist probationers, i.e., offenders in whose case the court has decided to issue a probation order in lieu of sentence; to undertake case investigation to assist the court in dealing with offenders, and conciliation in matrimonial cases where application has been made to the court; to advise the court on the custody and care of children in some cases; and to undertake after-care of some persons released from custody.

Probation officers are appointed by probation committees (consisting of the justices of the area and such other persons as may be co-opted to

serve) or, in London, by the Home Secretary, and their work is subject to inspection by Home Office inspectors.

(See *The Probation Service, Its Objects and Its Organization,* 3rd edition, to be published in 1950).

6. Social insurance and related measures (National Insurance, Industrial Injuries Insurance, and Family Allowances):

(*a*) Central organ:

(i) Ministry of National Insurance (Great Britain);

(ii) Ministry of Labour and National Insurance (Northern Ireland).

(*b*) Field administration:

(i) Local offices of the Ministry of National Insurance;

(ii) Employment exchanges of the Ministry of Labour for the payment of unemployment benefits:

(iii) Post-offices for the payment of family allowances, retirement pensions, and certain other National Insurance benefits.

The National Insurance Act, 1946, and the National Insurance (Industrial Injuries) Act, 1946, came into full operation on 5 July 1948. The first of these Acts embodies a comprehensive scheme of social insurance covering practically everyone in Great Britain and providing benefits in the event of: unemployment (only for employed persons); sickness (only for employed and self-employed persons); maternity; widowhood; retirement; death; orphanhood.

The second of these two Acts embodies a scheme of industrial injuries insurance which takes the place of the former scheme of workmen's compensation, and provides benefits for insured workers who meet with accidents at their employment, and for the relatives of those workers whose accidents are fatal.

Under the Family Allowance Act, 1945, allowances are paid at the rate of five shillings for each child in any family after the first child.

B. *Clientele specialization*

1. Child care:

(*a*) General responsibility for the care of children rests with the Home Office and Scottish Home Department at the centre, and, in the field, with councils of counties, county boroughs and large burghs who exercise their functions, upon which Exchequer grant is payable, under the general guidance and control of the Secretary of State. The Children Act, 1948, requires the local authorities to discharge their responsibilities through a children's committee, with a children's officer as the chief executive, the appointment of the children's officer being subject to the approval of the Secretary of State. The Home Office and Scottish Home Department maintain staffs of inspectors responsible for the inspection of the work of local authorities and of voluntary societies caring for children.

Local authorities are under the statutory duty to receive into their care any child under seventeen years of age who has no parents or guardian or whose parent or guardian is incapable either for the time being or permanently of providing for him, if their intervention is necessary in the interests of the welfare of the child. They are also empowered to assume by resolution the parental rights if the parent is dead and there is no guardian, or if the child's parent or guardian has abandoned him or is for some reason permanently incapable or is unfit to have the care of him, subject, however, to confirmation by a juvenile court in a case of objection by the parent or guardian on whose account the resolution is passed.

(*b*) Particular aspects of infant, child and adolescent welfare are separately administered by separate departments, with whom also the activities of voluntary societies are variously co-ordinated. Interdepartmental consultation takes place with regard to the several aspects of these services as required.

2. Old people's welfare:

(*a*) Under the National Assistance Act, 1948, the major local authorities have:

(i) The duty of providing residential accommodation for persons who, by reason of age, infirmity or any other circumstances, are in need of care and attention which is not otherwise available to them;

(ii) The duty of registering and inspecting old people's homes (subject to appeal to courts of summary jurisdiction); and

(iii) The right to contribute to voluntary organizations that provide recreation or meals for old people.

(*b*) "The National Corporation for the Care of Old People" was established in July 1947 by the Nuffield Foundation, with the co-operation of the Lord Mayor of London's National Air Raid Distress Fund. The aim of the National Corporation is to encourage and support the efforts of local and national voluntary bodies, working for the welfare of the aged, and to assist them in providing for the accommodation and care of old people, especially those who are lonely, infirm, or invalid. The Corporation sets out not only to make grants and loans towards the cost of schemes for the welfare of the aged, but to accept gifts and to hold property on trust. It will maintain an expert advisory and consultant service on technical matters concerning the aged. It will encourage or undertake further research, and will publish the results for the guidance of both statutory and voluntary bodies. It works in co-operation with the National Old People's Welfare Committee, mentioned below, and the Scottish Old People's Welfare Committee.

(*c*) The National Old People's Welfare Committee is an autonomous group of the National Council of Social Service and deals with the welfare of the aged. There are now more than forty national organizations represented on the Committee and twelve regional and over 350 local old

people's welfare committees similarly constituted and linked to the central committee. These organize communal meals, home helps, visits to lonely old people and old people's clubs, and in many cases they provide homes for elderly people or form housing societies to do so. It has representatives of the Ministry of Health, the Assistance Board and Ministry of National Insurance, as advisory members.

(*d*) In Northern Ireland, under the Welfare Services Act (Northern Ireland), 1949, the care of old people is one of the services operated by local authorities in co-operation with various voluntary bodies acting through their co-ordinating agency, the Northern Ireland Council of Social Service.

3. War victims' welfare:

(*a*) The Ministry of Pensions is responsible for awards of pension and other grants for disablement or death due to:

(i) Service in the armed forces in the 1914 and 1939 wars;

(ii) Injuries sustained in the 1939 war by merchant seamen through enemy action or the special risks of the war at sea; and

(iii) Injuries sustained in the 1939 war by civilians through air attacks or through duty as civil defence volunteers.

(*b*) In addition, the Ministry of Pensions is responsible for the provision of medical and surgical treatment for war disablement, and provides also artificial limbs, surgical boots, artificial eyes, spectacles and other appliances needed as a result of war disablement.

(*c*) The Ministry is deeply interested in the resettlement of disabled war pensioners in employment and is in close co-operation with the Ministry of Labour and National Service in the arrangements for their training and employment.

(*d*) The Ministry cares for war orphans who have lost both parents or who are found to be suffering from neglect or want of proper care. This duty covers not only the physical well-being of the children, but also many forms of practical assistance in regard to their education, training and subsequent employment, and involves close co-operation with the Ministry of Health and Ministry of Education and Local Authorities.

The Ministry has a number of regional offices in the British Isles, and war pensions committees, which are voluntary bodies, have been established throughout the country for the assistance of the Ministry. These offices and committees provide the opportunity for personal contact between the Ministry and its clients. Through the close liaison maintained with other Government departments and with local authorities, and co-operation with ex-service and other voluntary organizations, the Ministry is enabled to assist pensioners in general welfare matters, some of which have no connection with their pensions or disablement.

4. Welfare of the physically handicapped:

The National Assistance Act (in Northern Ireland, the Welfare Services Act (Northern Ireland) 1949) empowers the major local authorities to make arrangements, either directly or through the agency of voluntary organizations, for promoting the welfare of persons who are blind, deaf or dumb, or substantially and permanently handicapped by illness, injury or congenital deformity, except as provided below. These arrangements do not include financial assistance, which, under the Act, is in all cases a matter for the National Assistance Board.

The Act also empowers local authorities to make arrangements, including financial assistance, for:

(*a*) Providing workshops where the persons referred to above may be engaged in suitable work, and hostels where they may live.

(*b*) Providing suitable work for them in their own homes or elsewhere.

(*c*) Helping them to dispose of the products of their work.

All homes and charities for disabled persons are subject to registration by the major local authorities.

The Disabled Persons (Employment) Act, 1944, also makes provisions for welfare activities connected with employment (see III. A. 3. above).

5. Welfare of the mentally handicapped:

In England and Wales the needs of persons suffering from mental illness and mental defect are the subject of special statutes—the Lunacy and Mental Treatment Acts, 1890 to 1930, and the Mental Deficiency Acts, 1913 to 1938. These codes have been substantially modified by the National Health Service Act, 1946, which came into operation on 5 July 1948.

(*a*) It is now the duty of local health authorities—the councils of counties and county boroughs—to take initial proceedings in providing care and treatment for persons suffering from mental illness and to ascertain what persons in their areas are mental defectives. In the case of the former, the persons are admitted to hospitals or advised to attend outpatient centres. In the case of the latter, the local health authorities may either provide supervision or place the patients in private care known as "guardianship" or they may arrange for the patients to be sent to institutions. Mental defectives placed under supervision or guardianship, i.e., remaining in the community, continue to be the responsibility of the local health authorities. Local health authorities also have power and may be required to make arrangements, to the extent the Minister of Health may direct, for the care and after-care of persons suffering from mental illness and mental defect.

(*b*) The duty of providing hospital and institutional accommodation for persons suffering from mental illness and mental defectiveness, out-

patient centres and the services of specialists, devolves upon the Minister of Health who, as in the case of other types of hospital, performs this duty by delegation to regional hospital boards, each responsible for one of fourteen regions into which England and Wales is divided for the purpose of administering the hospital and specialist services. The actual management of hospitals and institutions will be delegated by the regional hospital boards to hospital management committees.

The duty of supervising the detention and custodial care of persons in mental hospitals and institutions for mental defectives and under guardianship rests with the department known as the Board of Control. In the exercise of its quasi-judicial functions this department is independent, but for purely administrative purposes it forms part of the Mental Health Division of the Ministry of Health.

In Scotland the Lunacy (Scotland) Acts, 1857 to 1913, and the Mental Deficiency Acts, 1913 and 1940, operate. The reference to local authorities above should be read to include the large burghs in Scotland, and the number of regional hospital boards in Scotland is five.

In Northern Ireland, under the Mental Health Act (Northern Ireland), 1948, mental health services are provided by the Northern Ireland Hospitals Authority.

C. *Territorial specialization*

1. Scotland and Northern Ireland:

For the special responsibilities of the Scottish Office and of the various functional Ministries of Northern Ireland, see III. A. above.

2. Development areas:

On behalf of "development areas", some special measures are taken.

3. Disaster-stricken areas:

For areas suffering distress from flooding or the like, a variety of expedients is brought into service, generally through the organization of the local authorities which will rely upon a variety of willing helpers, organized (as, e.g., the Women's Voluntary Service) or not. Where funds are required it is an old custom for the City of London authorities to launch an appeal to the public for donations to a "Lord Mayor's Fund", the proceeds of which are placed at the disposal of the relieving authority.

IV. Administrative Co-ordination

A. *Central co-ordination*

Integration and co-ordination of administration of social welfare services is achieved by the normal methods applicable to all forms of social legislation. The Cabinet is the supreme authority for the preparation of the

King's Speech which determines the legislative programme for the ensuing session of Parliament and, so far as legislative measures are concerned, there is a Legislation Committee of the Cabinet to arrange the parliamentary programme. At a subordinate level the Treasury exercises a co-ordinating authority by its general control of public expenditure and by approving proposals for the employment of any additional staff required by the central authorities for social welfare administration (as for other forms of public administration). The usual procedure of interdepartmental or extra-departmental consultation is available to avoid overlapping or duplication of effort.

B. *Local information services*

The Local Government Act, 1948, enables local authorities "to make, or assist in the making of, arrangements whereby the public may on application readily obtain, either at premises specially maintained for the purpose or otherwise, information concerning the services available within the area of the authority provided either by the authority or by other authorities or by Government departments, and other information as to local government matters affecting the area".

This provision is the logical development of a wartime arrangement which still continues whereby the National Council of Social Services—a voluntary organization receiving a Government grant—established in all cities and large towns citizens' advice bureaux at which citizens were able to obtain information about national and local services, and where, in many instances, forms, etc., were available and assistance given in completing them.

In Northern Ireland, a Citizens' Advice Bureau, started during the war, is being maintained by a voluntary body, the Belfast Council of Social Welfare. A grant has been made for this purpose by the County Borough Council of Belfast.

V. Finance

A. *General revenues*

No special sources of revenue are assigned for social welfare purposes.

B. *Beneficiaries' contributions*

Under the National Insurance and Industrial Injuries schemes (described under III. A. 6. above), insured persons pay, individually, contributions related to the benefits provided and employers pay contributions in respect of individual persons employed by them. These contributions are supplemented from the Exchequer.

Part of the National Insurance contributions is used towards financing the cost of health services.

There are also provisions in certain of the social welfare schemes whereby beneficiaries may be required to repay, if able to do so, either the whole or part of the cost of the services provided.

C. *Cost sharing*

The gradual and piecemeal development of social services in the United Kingdom has produced a wide variety of methods of finance and of cost sharing, and it is not possible to lay down any general rule. The information provided under several of the headings in the study gives some indication of the varying methods adopted in apportioning the costs of the social welfare services as between the central and local authorities and the following further examples will give some indication of the main principles which are discernible:

1. Services provided and administered directly by the central authorities (e.g., the provision of hospital services under the Health Services Acts):

In general, the cost is met entirely from central funds.

2. Services provided by local authorities:

(*a*) The cost is met in the first place by the authority concerned; and, if the service is one for which Parliament has authorized a grant from central funds, such grant may be calculated in several ways, of which the following are the more usual:

(i) A percentage grant of the cost (e.g., in the field of child care the grant amounts to 50 per cent of expenditure by local authorities); and

(ii) A grant calculated by means of a formula based on what is considered to be the reasonable cost of providing the service (e.g., grants for new buildings by local authorities under the National Assistance Act, 1948, which are calculated by reference to the number of rooms in the buildings provided and the number of persons for whom the rooms are designed).

(*b*) In addition to the grants for specific services, local authorities receive equalization grants (paid under Part I of the Local Government Act, 1948). These grants are paid in aid of the general expenditure of such councils of counties, county boroughs and large burghs as are in financial resources below the average of all such councils, and are of such amount as will bring them up to the average.

3. Services provided by other statutory bodies.

4. Statutory services provided by voluntary bodies:

Expenditure approved by the supervising authority is reimbursed to the agency incurring it.

If the service is one the cost of which is shared between the central and local authorities, either the local authority reimburses the agency and then receives the appropriate grant from the central authority (as in the

case of the Probation Service), or the local authority pays a fixed amount to the agency and the balance is paid from central funds, the fixed amount being calculated so that, over a period of years, the total paid by local authorities averages out at the agreed percentage of the total expenditure (as in the case of the "approved school", i.e., correctional school, service).

VI. Social Welfare and Economic Development

In so far as the provision of certain services is required in connexion with the policy of full employment, the need is brought to light and the particular social welfare service developed through the normal machinery of ministerial and departmental action (see also IV. A. above).

VII. Personnel

A. *Paid workers*

No statistical particulars are available to determine the professional training, prior to their joining the civil or local government services, of the officials concerned with the administration of social welfare services.

1. Central government administrative and specialist staffs:

(*a*) Headquarters staff:

Taking a wide definition of these services (such as is suggested by the categories enumerated in III. above) it may be stated generally that at every level the officials appointed to the Government departments concerned, apart from a relatively few specialists (doctors, educationalists, dieticians, housing experts, probation officers, etc.) enter the civil service before they are twenty-five years of age by the usual open competitive examination for the public service (or by special examinations in the case of ex-service men) appropriate to the various grades of the civil service. Sometimes these officials may be initially posted to a branch of the office which is concerned with other aspects of public administration and are subsequently transferred to social welfare work in the course of promotion or interdepartmental reorganization. Expertise in this branch of administration comes as a result of practical work in the office or in the field. The specialist, on the other hand, will have the usual professional qualification for his or her particular work before appointment to the public service, usually by competitive interview and not written examination. There is no specific training of social workers by the State before their appointment to the public service.

(*b*) Field staffs:

It is perhaps relevant to add that during and since the last war there has been a noticeable increase in the extent to which strictly administrative staffs of the headquarters of Government departments are supplemented by staffs, inspectors and others, who have duties of interpretation or

supervision and in some instances have certain executive duties. Such officers tend to be recruited from persons with appropriate technical qualifications and/or experience in relevant fields of social work gained outside the Government service. In charge of such field staff, which is often decentralized, may be found a technical chief at headquarters, e.g., the Chief Inspector in the Children's Department of the Home Office (an appointment of many years standing) and the Chief Welfare Officer of the Ministry of Health (an appointment which dates from 1941).

2. Local staffs:

There is no general public examination for local government officials as in the case of comparable grades in the national civil service. Broadly speaking, the terms and conditions of appointment are determined by the employing local authority subject to a statutory provision for superannuation after a qualifying period of service. The more important appointments are often advertised in the newspapers or in professional publications. Local authorities employ a number of professional officers with specialist qualifications, e.g., children's officers possessing a degree in social science or corresponding qualifications. Apart from important exceptions, the higher administrative staffs of local government offices, like their colleagues in the national civil service, still tend to be general practitioners in social and other forms of local government administration rather than specialists in the narrower sense of the term.

B. *Unpaid workers*

There is a long tradition of voluntary social service in the United Kingdom. Much of this work is undertaken on a part-time unpaid basis by men and women who form a representative cross-section of the community. Some of the volunteers will have received special training as social service workers before engaging in part-time work, but most of them, exercising a natural bent, and for ethical motives, and out of a desire to help their fellow citizens, participate in one or other of the many forms of social work practised in the United Kingdom without receiving any specific preliminary training. Part-time voluntary social workers often carry on their activities under the aegis of a variety of voluntary organizations including the churches, settlements, British Red Cross Society, British Legion, Women's Voluntary Associations, Y.M.C.A., Y.W.C.A. or similar institutions. Many of these institutions employ trained social workers on a whole-time basis who are able to supervise the activities of the part-time voluntary workers and to attract further part-time recruits.

The scope of voluntary social work in the United Kingdom can be judged from the published annual reports of the National Council of Social Service and from the list of the societies affiliated to that body which is given in its reports.

VIII. Non-Governmental Organizations

A. *Extent of their use*

As already indicated, the practice in the United Kingdom embodies, by tradition, a high degree of flexibility. Its administrative methods are in a state of "perpetual potential change". In the field of social welfare, the tendency is for a service which has started on a voluntary and informal basis to become progressively formalized and in due course with, of course, the authority of an Act of Parliament, to be taken over by the Government on an official basis and thereafter officially administered. For instance, social insurance which had its origins in saving schemes initiated by trade unions, friendly societies and the like in the distant past, is now undergoing the final stages of absorption into a State-administered service. Legislative provision is sometimes made (e.g., in the National Health Services and National Assistance Acts) whereby voluntary organizations can be used to discharge functions on behalf of a Government department or a local authority.

B. *Financial aid*

In general, Government grants to non-governmental organizations may take the form of (1) grants towards (*a*) capital outlay, or (*b*) operating expenses (as with grants to youth organizations by the Ministry of Education), or (2) payment for services rendered. The following are some examples of voluntary organizations which receive grants:

National Council for Social Service;

National Association for Mental Health;

National Institute for the Blind;

Central Council for Health Education;

Women's Voluntary Services;

National Council for the Unmarried Mother and her Child.

The payment to the Women's Voluntary Services covers operating expenses, but, generally speaking, the other grants represent payment for services rendered.

For grants in aid of after-care of discharged persons, see III. A. 5. (*b*) (iv) above.

The Secretary of State for Scotland makes a grant to the Scottish Council for Health Education and to the Women's Voluntary Services. In Northern Ireland grants are made to the Central Council for Health Education and the Blind Welfare Association.

C. *Supervision*

There is no general technique for public co-ordination and supervision of the social welfare activities of non-governmental organizations. The aim in using non-governmental organizations is to avoid elaboration of

governmental machinery and to obtain flexibility in administration. Except in so far as supervision of a particular character is required by statute or is a condition of the making of grants towards the operational expenses incurred by such organizations, the measure of supervision varies with the nature of the services rendered. In no case would delegated authority be entrusted to an organization which was not prepared to give full information, on request, as to the manner in which it discharged its task. The essential criterion of relationship is that the central organ of government, in making use of the services of non-governmental organizations, should be kept informed in a general way of what is being done—in some cases the right of inspection is exacted or conceded—and be able to ascertain that the activities entrusted to the non-governmental organizations are satisfactorily performed.

The degree of relationship varies with particular cases. Where a grant from public funds has been made to enable the voluntary organizations to carry out a piece of administration on behalf of the central Government or a local authority, it is sometimes a condition of the grant that any necessary changes be made in the constitution or rules or methods of accountancy of the agencies to ensure that Parliament (or the local authority, as the case may be), in return for the contribution towards the disbursements or administrative expenses of the agency, may be satisfied that the sums voted have been properly expended for the purposes for which the grant has been made. The underlying principles governing the relationship are, however, those of mutual assistance and respect for the autonomy of the voluntary agency. It is considered desirable to allow the utmost liberty to voluntary agencies, when they are entrusted by official organizations with particular aspects of social welfare administration, in order that full advantage may be taken of the greater flexibility of methods of private or semi-voluntary agencies.

Federal People's Republic of Yugoslavia

I. Field Administration

A. *Direct administration by central governments*

The government of each of the six constituent Republics operates some residential institutions for the handicapped, and decides claims for long-term social insurance benefits.

B. *Administration by local government*

The regular organs of the local government unit, the people's committees, which are elected, are entrusted with most field operations, whether financed by higher levels (e.g., social aid pensions, and initiation and disbursement of long-term social insurance benefits) or by the localities

(e.g., protection and care of children and the aged). One member of each people's committee is in charge of all social welfare activities and related sectors; he is responsible to his electors and can be recalled. Social aid and other grants and decisions, if not fixed by law, are determined by the district and town people's committees.

C. *Administration by other organizations*

Short-term social insurance benefits are administered by places of employment.

The work of mass organizations is also utilized.

II. Central-Local Relations

A. *Standard-setting*

The federal Government in the Federal People's Republic of Yugoslavia indicates general lines and directions in the field of social welfare, by proposing laws to the People's Assembly and by issuing regulations and instructions, the execution of which is effected by the Committee of Social Welfare.

The Committee operates through the Ministry of Social Welfare in each of the People's Republics, the latter having also their own jurisdiction.

The personnel of the republican ministries as well as of the federal Committee inspect the work in the field, helping and co-ordinating the activities of the organs in accordance with existing laws, regulations and instructions.

B. *Appeals*

Social welfare determinations made by the district people's committees may be appealed to the Ministries of Social Welfare of the respective People's Republics.

III. Administrative Specialization

A. *Functional specialization*

1. The following activities come administratively within the scope of social welfare services:

(*a*) Protection of children:

(i) Care of mothers and children, through the Council for the Protection of Mother and Child;

(ii) Guardianship:

a. Legal protection;

b. The placing of children in child institutions: homes for uncared-for children, homes for physically or mentally defective children, homes for normal children, day nurseries and crèches;

c. Children's summer camps.

(*b*) Protection of adults:

(i) Care of invalid persons;

(ii) Care of aged and defective persons;

(iii) Social aid:

a. Assistance to families of men enlisted in the Yugoslav Army;

b. Assistance to the victims of fascist terror;

c. Assistance to aged persons, persons unable to work, and destitute persons.

2. Social insurance is carried out through the State Institute for Social Insurance. All employed persons are compulsorily insured against illness, pregnancy, childbirth, accidents in work, and against exhaustion, old age and death (pensions). Employees also receive a regular monthly bonus for children.

3. Many related activities are in the hands of other State services or ministries, e.g.,

(*a*) Health (administration for the protection of mother and child; administration for medical care of employed persons).

(*b*) Education (department for the education of children of pre-school age and children out of school; children's institutions; school canteens).

(*c*) Labour (protection of working women and minors; homes for apprentices).

4. Some services require action by a number of agencies, e.g., for 600,000 children under eighteen, and pregnant women and nursing mothers, the United Nations International Children's Emergency Fund (UNICEF) has provided supplementary feeding; the Government grants sugar and bread to those receiving food from the Fund. This supplementary food is allocated by the co-ordinating committees, and is distributed through school canteens, health stations and centres, children's restaurants, and maternity boards.

B. *Clientele specialization*

For special categories of persons, there are in the several Republican social welfare ministries various sections or departments, co-ordinated by the Minister or his deputy.

C. *Territorial specialization*

As all areas were more or less ravaged during the war and the occupation, there are no special organs or special forms of co-ordination to assist persons in ravaged areas. The policy of the Government is directed toward the rehabilitation of the areas ravaged and economically backward so that, as is envisaged in the Five-Year Plan, they may be gradually equalized

with economically more developed areas. Large credits are allotted to such areas. In case of calamity, special credits in money or in kind are allocated to the area affected.

IV. Administrative Co-ordination

A. *At both central and local levels*

Social welfare activities in the Federal People's Republic of Yugoslavia do not have a unified administration.

1. Commissions:

Co-ordination of social welfare activities is effected not only through the federal Government, the governments of the People's Republics and the local people's committees, but also through commissions existing within the federal Committee of Social Welfare, within the ministries of social welfare of the People's Republics, and within the people's committees of each district and town. These co-ordinating commissions are convoked from time to time and they are composed of representatives from the different ministries interested in settling problems that have arisen.

2. Councils:

There are various permanent working bodies whose members are appointed by the federal or republican governments or locally by the people's committees, e.g., Council for Protection of Mother and Child, Council for Invalids, Guardianship Council.

3. Co-ordinating committees:

Supreme responsibility for a programme of supplementary feeding in co-operation with UNICEF has rested with a central Co-ordinating Committee in the office of the federal Prime Minister and composed of an Assistant-Secretary-General in the office of the Prime Minister (Chairman), the vice-presidents of social welfare and of public health, the Secretary-General of the Yugoslav Red Cross, and a representative of the Ministry of Foreign Affairs. Responsibility for directing the programme in each Republic has rested with a similar republican co-ordinating committee which is responsible to and receives directions from the central Co-ordinating Committee, and controls local distribution which is carried out by town and district co-ordinating committees composed of the local officials responsible for social welfare, public health and education, a representative of the local branch of the Red Cross, and also often representatives of mass organizations such as the Women's Organization, the People's Front, and syndicates.

B. *At the local level*

For all information and advice, the population can refer to the local people's committees, which are in contact with the various specialized social welfare activities.

V. Finance

A. *General revenues*

The general State budget of the Federal People's Republic of Yugoslavia is the source of revenue for social welfare administration.

B. *Beneficiaries' contributions*

1. Children's institutions:

(*a*) The State bears all the expense of construction and equipment of children's institutions, maintenance of their buildings, and their health and educational personnel.

(*b*) The expense of feeding the children is divided between the State and the parents. Families with a monthly income of less than 800 dinars *per capita* are exempt of any payments, while others pay 15-100 per cent according to their incomes.

2. Social insurance:

Social insurance was covered by a special contribution (until 1950), amounting to 27.5 per cent of payroll—20.7 per cent paid by the employer and 6.8 per cent by the employee. The State guarantees the employees all the benefits of social insurance.

C. *Cost sharing*

1. Revenue sharing:

General financial policy, being governed by the need of individual regions, favours the adjustment of the State allotment to these regions so as to provide for a greater or smaller percentage of participation in the general State revenues.

2. Appropriations by higher levels for services operated by lower levels:

According to kind (viz. the type of social aid rendered or of social institutions used), financial means are allotted out of the federal, republican or local budgets, according to the State's plans.

VI. Relation between Social Welfare and Economic Development

A. *Urgent social problems*

With the realization of the Five-Year Plan for the Development of National Economy, the scope and variety of social welfare activities originating from war or inherited from the hard past are diminishing, because uncared-for children, war orphans, and a number of war invalids, as well as other handicapped persons, are being included in the economy, and because various other persons who were receiving aid are receiving vocational training and then employment.

B. *Long-term social problems*

By increase of national income, the quality of assistance accorded to handicapped persons is on the other hand being improved (building of new hospitals, convalescent homes, sanatoria; opening of new children's homes, nursery schools and day nurseries for infants).

VII. Personnel

A. *Recruitment and tenure of paid personnel*

1. Elected personnel:

Some of the administrative personnel are elected: e.g., ministers of social welfare of the People's Republics, and social welfare trustees (department heads) in regional, district, town, and local people's committees.

2. Appointed personnel:

Health and educational personnel are recruited from the ranks of health and educational workers, trained in special courses and in special schools.

Other administrative personnel for social welfare service are recruited primarily from among members of mass organizations who have spent a considerable time working in the field of social welfare and who are, if possible, lawyers or educational experts.

The status of social welfare workers has been settled by the law on State employees.

B. *Use of unpaid social welfare workers*

Unpaid part-time work is done by members of all voluntary mass organizations.

Special courses for certain kinds of work are held for members of voluntary mass organizations.

VIII. Non-Governmental Organizations

A. *Kinds used*

Social welfare services are carried on by the People's Front, trade unions, Red Cross, Women's Organization, Youth Organization, Disabled Servicemen's Association, Blind and Deaf and Dumb Organization, etc., which act as auxiliary organs.

B. *Extent of use*

In all social welfare services the Government relies upon mass organizations to supplement public agencies. These organizations, which include the whole population, aid and supervise the carrying out of all Government measures in this field. They have granted enormous assistance to the Government in removing the consequences of war and occupation. The

assistance of voluntary agencies is different in the various social welfare services, e.g.:

1. Trade unions help in finding and employing new labour, and in controlling the execution of the social insurance law.

2. The Disabled Servicemen's Association helps its members with their education and vocational training, and with the finding of employment.

3. The Association of the Blind and the Deaf and Dumb organizes co-operatives for its members.

4. Organizations of Women and of Youth, and the Red Cross, have given their patronage and support to all kinds of social welfare institutions.

5. The People's Front helps in cultivating the land of peasant families, etc.

C. *Financing*

1. State aid:

Some voluntary agencies are granted financial aid by the State for certain social welfare services:

(*a*) The Disabled Servicemen's Association is granted the monopoly of the sale of tobacco and of the State lottery.

(*b*) The Association of the Blind and the Deaf and Dumb receives subsidies.

(*c*) The Red Cross is assisted by permanent or temporary excise duties, the revenue of which belongs and goes to the benefit of the Red Cross (for instance, permanent charges added to the price of cinema tickets and temporary ones imposed during Red Cross Week).

2. Self-financing:

Other mass organizations do not receive any financial assistance and carry out their activities from their own means.

D. *Supervision*

The work of mass organizations is co-ordinated through the social councils and commissions which are set up at the central Social Welfare Committee, at the republican social welfare ministries and at the people's committees, and in which the mass organizations are represented as advisory and working bodies. These councils are under the management of representatives of the people's authorities by whom the principal problems in the social welfare field are referred to them. The representatives of mass organizations inform the authorities there of mistakes and incorrectness in the work of social organs and they also report problems which their members meet in the field.

VII. OCEANIA

Australia

Definition

"Social welfare administration" is generally understood to be administration of those payments, facilities and services designed: (*a*) to support people against the major risks of life, (*b*) to strengthen the family unit, (*c*) to protect special groups in a particular plight, and (*d*) to promote the general well-being of citizens. In its widest sense, this would include social aspects of justice, education, health and housing, but the usual connotation of the term "social welfare" is restricted to social security and such services as child welfare and care for special groups.

I. Field Administration

A. *Federal and state governments*

1. Distribution of responsibility between federal and state governments:

Australia is a federation with six state governments and one federal Government. In addition to the six self-governing states, there is one territory, the Northern Territory, which occupies a vast area of the sparsely populated northern and central regions. The affairs of the Territory are administered by the federal Government and by a Legislative Council which is partly nominated, partly elected.

The role of the federal Government in social welfare administration has been influenced and shaped by historical and geographical factors and by the constitution of 1900.

History and geography have combined since the first settlements to emphasize the importance of statutory authority. These first settlements scattered over the continent were followed slowly by the growth of small isolated communities which eventually formed into six states, each with clearly defined boundaries and with a form of self-government modelled on that of the United Kingdom.

The emphasis on the responsibility of the state in social welfare had become traditional by the end of the nineteenth century. By this time, the six states had the advantages of organized and efficient government, all were imbued with ideas of social justice and had experimented with new forms of social service. When they federated in 1900, the federal Constitution was for the most part drawn up by men who had been prominent in state affairs. State rights were therefore protected and while the Constitution conferred upon the new federal Parliament power to legislate for the peace, order and good government of the Commonwealth, the states remained autonomous and retained authority to pass laws having force in

their own territories. Powers on specific subjects were assigned to the federal Parliament, the undefined residual powers remaining to the states.

As far as social welfare was concerned, the specific federal powers were confined to quarantine and to invalid and old age pensions. The unnamed residual powers in this field remaining state responsibilities included such functions as health, hospitals, education, child welfare, delinquency, factory legislation, workmen's compensation, relief, housing, and assistance to and control of institutions for children, old people, and the mentally ill, as well as many other forms of community service.

Two other powers in the federal Constitution were, however, used by the Commonwealth in the development of social welfare—the power of the Commonwealth to appropriate moneys for its own purposes and the power to grant financial assistance to any state on prescribed conditions. Both of these, together with the powers conferred of quarantine and invalid and old age pensions have been constantly used since federation, until by the 1940's the Commonwealth's welfare policy had become truly national in outlook, character and scope and its programme included a wide network of benefits and services covering citizens against the major calamities and eventualities which might beset them.

The federal Government now operates programmes of maternity allowances, child endowment, unemployment and sickness benefits, widows' pensions, age pensions, invalid pensions, hospital benefits and tuberculosis allowances. Federal legislation providing pharmaceutical benefits and a national health service has been passed but is at present in abeyance. Many federal public health services have been developed; a national fitness scheme is in operation; the federal Government is taking an increasing interest in education.

The great extension of federal interest in welfare has not led to any slackening of efforts by the states. While federal welfare programmes aim at covering all citizens against the hazards common to all, the state programmes in general have developed along two lines: (*a*) they provide assistance to individuals in particular periods and events of life, such as early infancy, childhood, mental or physical ill-health, unemployability, industrial accidents and parenthood, most of these services being available to the majority of people; (*b*) they provide help that is supplementary to federal held or that is available to those who for any reason are not eligible for federal assistance, e.g., allowances to foster-parents, allowances to deserted wives in respect of dependent children, free milk, and homes for the aged. State programmes vary considerably from state to state depending largely on population, available finances and local leadership. With many of the states covering such wide areas, the availability of these services often varies within a state.

2. Expanding responsibility of the federal Government:

The development traced above indicates the tendency of the central Government to expand its activities in social welfare.

This expansion has been most evident since 1940 for it is since that year that most of the federal programmes have begun to operate. Because there arose some question as to the validity of many of these measures and because the Commonwealth wished to legislate on an expanding number of other social benefits, a referendum was held in 1946 seeking power to alter the Constitution. A majority of electors in a majority of states voted in favour of the social services question in the referendum and this resulted in an amendment of the Constitution. By this amendment, the federal authority obtained power to legislate for "the provision of maternity allowances, widows' pensions, child endowment, unemployment, pharmaceutical, sickness and hospital benefits, medical and dental services (but not so as to authorize any form of civil conscription), benefits to students and family allowances".

This power is not exclusive to the Commonwealth but may be exercised concurrently by the various states. The position, however, is governed by a section of the Constitution which provides, in effect, that where there is any inconsistency between the laws of the Commonwealth and those of the states in relation to any joint field, the laws of the Commonwealth shall prevail.

The 1946 amendment to the Constitution placed beyond doubt the power of the federal Parliament to provide a wide range of social welfare benefits. With the programme implemented since 1940, it illustrates the enlarging sphere of federal responsibility.

3. An example of federal and state responsibilities for social policy:

Legal ages in Australia

	Commonwealth	*New South Wales*	*Victoria*
Political capacity	21	21	21
Social security contributions	When receiving income	—	—
Liability to compulsory military service	Lapsed since war	—	—
Majority	—	21	21
Criminal responsibility	—	14	14
Limit of juvenile court jurisdiction	—	18	17
Admissibility to employment	—	Factory work: 16; 15 if employer certified as fit; 13 if authority granted to child	14; 15 for F in factories
Marriage	—	M 14; F 12	No minimum
Limit for consent of guardian or court[a]	—	21	21
Compulsory school attendance	—	15	14

[a] Or Registrar of Births, Deaths, and Marriage, in Tasmania.

	Queensland	*South Australia*	*Western Australia*	*Tasmania*
Political capacity	18	21	21	21
Social security contributions	—	—	—	—
Liability to compulsory military service	—	—	—	—
Majority	21	21	21	21
Criminal responsibility	18	14	14	14
Limit of juvenile court jurisdiction	Young Persons	18	18	Young Persons
Admissibility to employment	—	14	14	14
Marriage	—	—	—	M 18; F 17
Limit for consent of guardian or court[a]	—	21	—	21
Compulsory school attendance	14	14	14	16; 14 if exempted

B. *Administration of federal social services*

1. Direct administration by the federal Government:

The federal Government administers its social welfare programmes through its own officials who are stationed throughout the country in regional and field offices, in the capital cities of the states and in the capital territory of the Commonwealth.

There is evident a trend towards decentralization of administration. Whereas formerly the usual practice was for the federal authorities to administer their laws through their headquarters in the capital cities in each state, with a central administration in the national capital, there is now a growing tendency to increase the numbers of regional offices. This comes from an attempt to bring the administration closer to its beneficiaries.

No appeal tribunal is provided for under federal legislation. A person affected by a decision, direction or determination in any benefit under the Social Services Consolidation Act may, however, appeal to the Director-General of Social Services who may affirm, vary, or annul the determination.

2. Indirect administration through non-governmental organizations:

Only in rare instances such as times of national emergency does the federal Government use, for administrative purposes, the facilities provided by voluntary agencies.

C. *Administration of state social services*

1. Direct administration by the state governments:

State governments are completely autonomous, retaining power over the administration of their own social welfare programmes.

2. Indirect administration through local governments:

Within the states, the small communities did not develop local government to any great extent, least of all in social welfare. Where similar groups in other countries opened up during the eighteenth and nineteenth centuries assumed such responsibilities and indeed jealously guarded them, such was not the case in Australia. Here, other factors contributed instead to the attitude of the local communities looking to the state as the source of all supply to whom people turned for help in social problems and emergencies. Distance, the smallness of the population, a land unfriendly to the newcomer and subject to recurring droughts and floods, perhaps the military nature of some of the original settlements—all these led to an emphasis on central Government and a lack of municipal development. Only in the past decade or so has there been a move to enlarge the scope of municipal government, but whether the trend of 150 years will be reversed to any great extent seems doubtful. Some municipalities have provided health and recreational facilities and have made grants in aid of the work of local non-governmental organizations, especially in the more populous states. Their main concern, however, has been with general environmental services.

3. Indirect administration through non-governmental organizations:

As in other countries, voluntary agencies developed to supplement the work of the state and to explore and pioneer new services to meet needs unmet by the state. However, certain features of Australian life—its tremendous distances, the lack of a leisured class, the difficulties of life in a new land, the assumption that it was the right of the citizen to get help from the state—meant that Australia never developed the tradition of voluntary service to community welfare to the extent that existed in other lands. Private social agencies did develop and their contribution has been and is great, but at no stage of Australian history have they acquired the prestige or wielded the influence they have had in some other parts of the world.

II. Administrative Specialization

A. *Responsibility for various specialized functions*

Most non-cash services are, by tradition and development, regarded as activities of the states and the voluntary agencies.

1. In the field of health:

(*a*) Infant and maternal centres and clinics have been developed extensively by the states, usually under a section of the state health department responsible for mothers and babies. Voluntary agencies often supplement and extend the work of the statutory body. A division of child health in the federal Department of Health co-ordinates and extends pre-natal and infant welfare services, and continues research in these fields.

(*b*) Public health visiting is in most states the concern of municipal authorities and of voluntary organizations set up for the purpose.

(*c*) Medical and psychiatric social work and occupational therapy are skills used by federal, state and voluntary agencies in their various activities. All three of these professions are used increasingly.

(*d*) Nurseries are mainly the concern of voluntary organizations.

2. In the field of education:

(*a*) Education in Australia is a matter for the states, and developments such as special provision for handicapped children are sponsored and organized by such authorities as state departments of education or health, municipal councils and voluntary organizations.

(*b*) The Commonwealth Office of Education has been set up to undertake research to advise on the grant of financial aid to the states, and to maintain liaison with state education authorities. Its director is also head of the Universities Commission, which provides financial aid for certain university students. The Office and the Commission are associated with the Prime Minister's Department.

(*c*) The federal Department of Health participates in:

(i) Leisure-time activities, through the National Fitness movement: a Commonwealth Council for National Fitness meets regularly to effect collaboration of federal, state, and local authorities; and all states have state councils;

(ii) Pre-school education, by establishing and financially supporting a demonstration centre in kindergarten education, in the capital city of each state, for operation by the Australian Association for Pre-School Child Development, and for study of physiological needs and of interaction between physical and mental health by the Australian Institute of Anatomy.

3. In the field of nutrition:

Supplemental feeding is organized by state or municipal authorities.

4. In the field of employment:

(*a*) Vocational guidance is being developed by the Commonwealth Employment Service and by state education authorities.

(*b*) The federal Government is developing a community rehabilitation scheme for the invalid and the sick, but occupational rehabilitation as such has not been developed in Australia.

(*c*) Worker migration is not organized, probably because only one state is affected to any appreciable extent by seasonal unemployment.

(*d*) Personnel management techniques are utilized by statutory authorities and by business and industrial firms. During the war, the federal Government stimulated interest in personnel management by sponsoring emergency training schemes.

5. In the field of social security:

(*a*) Maternity allowances, child endowment, and hospital and pharmaceutical benefit are federally administered without investigation of means.

(*b*) Unemployment and sickness benefits are federally administered, subject to statutory provisions concerning income.

(*c*) Widows', age, and invalid pensions, and tuberculosis allowances are federally administered, subject to statutory provisions concerning income and property.

(*d*) Assistance in kind (clothing allowances, special foods or food orders, fuel and miscellaneous services such as free spectacles and surgical appliances) is provided by the states.

(*e*) Foster care, institutional care, and other services to recipients of social assistance allowances and others are administered by state or local authorities or by voluntary agencies. The welfare of neglected, destitute, and delinquent children may be the concern of state departments set up solely for that purpose, or of a branch of departments concerned also with other matters, e.g., in South Australia, the Children's Welfare and Public Relief Board administers state relief and cares for aged persons in addition to its work in the field of child welfare.

(*f*) Emergency housekeeper services for mothers who are ill and have young families are being developed by municipalities and local citizen groups in some states.

6. In the field of housing:

(*a*) Housing welfare management is the concern of state housing authorities.

(*b*) Neighbourhood and community centres have not been developed to any extent in Australia.

7. In the field of judicial administration:

Court social work, guardianship and legal aid are the concern of state judicial and legal authorities (see, e.g., III. B. below).

8. In the field of penal administration:

(*a*) Probation and parole are directed by state judicial or penal authorities.

(*b*) Rehabilitation of offenders is largely the concern of voluntary organizations.

B. *Responsibility for special groups*

1. Ex-soldiers. Special committees, operating at the top and at local levels, are used in connexion with the rights of ex-servicemen and their dependants under the Australian Soldiers' Repatriation Act.

2. Youth. The Commonwealth National Fitness Council and National Fitness Councils in all six states work for the co-ordination of youth recreation activities.

III. Administrative Co-ordination

A. *Federal*

All federal social welfare services (other than housing and the employment service) are administered either by the Department of Social Services or by the Department of Health.

B. *State*

Integration of state welfare activities has not been achieved to the same extent. In most states, different departments deal with different facets of the welfare programme, e.g., in Victoria, children's courts are controlled by the Attorney-General's Department, the clinic for juvenile delinquents is controlled by the Mental Hygiene Department, the detention of probation of young persons up to the age of seventeen is controlled by the Children's Welfare Department and Department for Reformatory Schools, and the detention of young persons between the ages of seventeen and twenty-one is controlled by the Inspector-General of Prisons.

C. *Local*

No local centres to which a person in need of social aid can go for information, referral, advice or counselling, have been organized by any of the three levels of government. In some cities, voluntary organizations have set up family welfare bureaux and the like which often serve as such centres.

IV. Finance

A. *Relationship between consolidated revenues and special funds*

1. Federal:

Most of the federal social welfare programme is financed from the National Welfare Fund which was established in 1943. This Fund is formed from: (*a*) social service contributions which are levied on individuals at a graduated rate, according to income and family responsibilities, the rate rising to one shilling and six pence in the pound; (*b*) a pay-roll tax collected on all pay-rolls in excess of £20 per week; and (*c*) any necessary supplementation from consolidated revenue.

The social services paid for from this Fund include: maternity allowances; child endowment; unemployment and sickness benefits; widows' pensions; age pensions; invalid pensions; funeral benefits; hospital benefits; tuberculosis benefits; pharmaceutical benefits; community rehabilitation; rental rebates under the Commonwealth-state housing agreement.

Administrative costs concerned with these services are paid for from consolidated revenue.

2. State:

All six states finance their social welfare programmes from their consolidated revenue funds. In some states moneys raised by lotteries are used for certain social welfare purposes.

B. *Contributions by beneficiaries*

Federal social welfare services are non-contributory, in the sense that eligibility is not related to contributions by taxation.

Many beneficiaries pay into the National Welfare Fund as ordinary members of the community paying their social services contribution, but some who are below the taxable levels for this do not pay a contribution.

C. *Cost sharing*

1. General tendency:

The general Australian tendency is for governments, both federal and state, to finance and administer the social welfare services under their immediate control. The trend to devolve responsibility upon lower levels of government with financial assistance from the higher level which is so pronounced in some other countries has not developed here. Grants-in-aid are more popular at the state-local level; at the federal-state level this method is pursued only to a very limited extent.

2. Federal-state grants:

At the federal-state level, "block grants" are not used, assistance usually being provided by the Commonwealth undertaking to subsidize within prescribed limits the expenditure incurred by the states on the approved services. In these circumstances, the actual administration and provision of the services is left in the hands of the state, and the Commonwealth exercises a general supervision only in order to ensure conformity with the prescribed policy. The audited accounts prepared by the States are accepted as the basis for reimbursement. Some examples are as follows:

(*a*) Hospital benefits. The Commonwealth pays to the states a fixed amount per day for each hospital bed occupied, provided no means test is applied or fees charged for admission to public wards; a similar amount is paid in reduction of fees charged for private or intermediate wards. The hospitals must be approved by a joint committee of federal and state health authorities before payment of benefit is made.

(*b*) Assistance to combat tuberculosis. The Commonwealth subsidizes on a pound for pound basis state expenditure for provision of diagnostic and after-care facilities. The Commonwealth also provides funds for the states to pay cash allowances on a prescribed scale, subject to a means test, to sufferers from tuberculosis and their dependants.

(*c*) Housing. By a Commonwealth-state housing agreement, the Commonwealth advances money to states at a low rate of interest for financing the erection of homes. The scheme is administered by the states provided they conform to general federal policy as laid down.

(*d*) National fitness. Federal grants include aid to state education authorities, and lectureships at six universities.

3. State-local grants:

Grants-in-aid are used at the state-local level. The exact forms of the grants-in-aid provided vary as between the states, but the "block grant" method is not used. Specific grants for particular services are most popular (such grants usually being assessed on a *per capita* basis) while percentage grants to subsidize local authority expenditure are also used. The degree to which state governments surrender responsibility for administration and provision of the services varies.

Examples of grants-in-aid at the state-local level may be found in such services as child health and welfare services, rural medical services, bush nursing services, and services for the aged.

D. *Relationship between social welfare and economic development*

In its White Paper, *Full Employment in Australia* (1945), the federal Government outlined its full employment policy. The emphases in this paper are on the factors determining the level of employment, the kind of measures necessary to avoid unemployment, problems concerned with stability of expenditure and with the transition from war to peace in the reorganization of production.

The only social welfare services specifically discussed were the establishment and development of an employment service, and the provision through Government measures of vocational training.

V. Personnel

A. *Training for social administration*

Social work training has been developed in Australia only over the past fifteen or twenty years and it is only over the past five years or so that trained social workers have been recruited into the public welfare services.

Officials who are not professionally trained are recruited, paid and promoted in the same way as other members of the civil service. Latterly, in-service training with special emphasis on social welfare has been begun. Some state welfare departments are sponsoring the training of staff members in schools of social work.

B. *Unpaid workers*

Unpaid part-time workers are not used by statutory welfare agencies.

VI. Non-Governmental Organizations

A. *Extent of use*

Voluntary agencies in Australia are not generally used by the Government in the administration of social welfare services. Exceptions include the Child Welfare Advisory Council of New South Wales, and the Australian Association for Pre-School Child Development. A host of voluntary organizations is active in many fields, their role being (*a*) to supplement the help given to individuals by statutory services or (*b*) to explore new avenues of service or (*c*) to provide services that are not properly the concern of statutory authorities They work in almost every field of social welfare ranging from pre-school education to care of the aged, from district nursing to institutional care, from urban areas to the scattered settlers in the outback, and so on.

B. *Financing*

1. Federal aid:

The federal Government does not, as a rule, grant financial aid to non-governmental organizations as such. Two procedures should, however, be mentioned.

(*a*) Child endowment may be claimed, at the rate of ten shillings a week for each child inmate under the age of sixteen years, by any charitable or religious institution or organization, including an institution (other than a hospital for the insane) maintained by the Commonwealth or a state, approved by the Director-General of Social Services.

(*b*) Age pensioners who are inmates of benevolent asylums are paid fifteen shillings a week of their pensions; the balance of the pension is paid to the institution towards the pensioner's maintenance.

2. State aid:

State governments, on the other hand, contribute greatly in making subsidies to non-governmental agencies, by grants towards capital outlay or towards operating expenses.

C. *State supervision*

Organizations seeking financial assistance from state governments must usually meet certain conditions. In most states, a commission or similar body set up for the purpose exercises general supervision, but this seldom involves any form of control of operations.

VIII. GENERAL CONCLUSIONS

From the main body of this study, consisting of country monographs, it appears that many similar problems of administrative organization arise in many of the thirty countries on which information has been received. It appears also that these problems have been approached in a great variety of different ways. The various country monographs describe these attempted solutions, placing them in every case within their general organizational context and showing their relationship to the general structure of each country's administration. All that is attempted in this concluding general summary is to list some of the most frequently recurring problems of social welfare administration, indicating countries in which particular lines of solution are being followed, so as to refer the reader to those portions of the country monographs in which fuller information may in most cases be found.

I. Field Administration

Putting himself at the point of view of the beneficiary, one may begin by asking, "When persons and families desire to benefit from social welfare activities organized on their behalf, through what organizational channels do these services reach them, and what tendency is there to shift from one to another of these channels?"

A. *Organizational channels*

1. Direct administration by the central Government:

The State itself may operate some social welfare programmes through its own officials, whom it stations for this purpose in the field as well as in the capital.[1]

Some such programmes are extensive, and provide almost universal coverage throughout the State or nation. Others are intensive and serve for experiment or demonstration.

2. Indirect administration through local government:

The State may devolve responsibility for some social welfare activities onto the ordinary units of general local government.[2] These units usually

[1] See above, pages 424 (Australia), 43 (Canada and provinces), 161 (China), 145 (Ecuador), 4 (Egypt), 289 (Greece), 197 (Philippines), 18 (Union of South Africa), and 91 (United States and its states)

[2] Pages 219 (Austria), 43 (Canada), 228 (Czechoslovakia), 244 (Denmark), 167 (France), 119 (Israel), 296 (Italy), 315 (Netherlands), 330 (Poland), 340 (Sweden), 378 (United Kingdom), 74 (United States), and 260 (Yugoslavia).

have their own elective councils. In some countries they also select their own administrative officials, while in others these officials are selected by the central Government.

A choice has in all cases to be made between the larger units (e.g., counties, *départements*) and the smaller units (e.g., townships, communes).

In some countries the local government unit engages in specialized activities by means of specially selected committees, composed partly of members of the elected council and partly of coopted or appointed persons,[3] or by means of specially elected officials.

3. Indirect administration through autonomous authorities and agencies:

Some States, desirous of having alternatives both to direct State administration of social welfare activities and to local government administration, have used other forms of indirect administration, possessing varying degrees of financial autonomy and self-government:

(*a*) Authorities and agencies serving the public:

(i) Non-elective regional boards to administer group care and related health and welfare activities;[4]

(ii) Government business corporations for combined social and economic rehabilitation;[5]

(iii) Semi-governmental organizations, either national or local (see page 287 below);

(iv) Voluntary welfare agencies (see VIII. A, page 297 below).

(*b*) Agencies serving their own members of constituents:

(i) Self-governing social insurance funds;[6]

(ii) Trade unions;[7]

(iii) Public, co-operative, and private undertakings;[8]

(iv) Works councils.[9]

4. Independent provision of services by non-governmental organizations:

In addition to delegating governmental responsibilities to non-governmental organizations and using them as instruments of indirect administration, most Governments leave to non-governmental organizations an area in which they are free to serve the welfare of their own members or of the general public. Except in so far as this voluntary activity is promoted, utilized, organized or supervised by government, or is in some way coordinated (see VIII. pages 297-299 below), it has not been possible to

[3] Pages 244 (Denmark) and 340 (Sweden). Also United Kingdom.
[4] Pages 145 (Ecuador) and 377 (United Kingdom).
[5] Pages 198 (Philippines) and 383 (United Kingdom).
[6] Pages 246 (Denmark), 264 (France) and 71 (Guatemala).
[7] Pages 240 (Cechoslovakia), 187, 194 (Israel) and 313 (Italy).
[8] Pages 267, 271, 286 (France), 208 (Turkey) and 26 (South Africa).
[9] Page 267 (France).

deal in the present study with this method of providing social welfare services.

B. *Trends and tendencies*

1. Direct administration by the central Government:

In the various branches of social welfare activity, this is in nearly all countries a comparatively recent development.

(*a*) In some countries with a long tradition of governmental social welfare activity at the local community level, direct central action has offered a means by which a more extensive and more even coverage may be provided, and by which the burden of support may be more equitably distributed.[10]

(*b*) In some other countries it is through this channel that continuing governmental participation in social welfare activities has first become important.[11]

2. Indirect governmental administration through autonomous bodies:

Almost every Government has desired to enlist wide-spread civic participation in the administration of social welfare activities, and has wished to leave a margin for initiative, enterprise, and experiment. It has therefore devolved power and responsibility not only upon local government units, but also upon an increasing range of new kinds of autonomous authorities and agencies, some of which now administer much of the social welfare activity of certain countries. Some such activities are mandatory; others are permissive; for others again the discretion permitted is so broad as to be a grant of a considerable measure of self-determination.

3. Co-operative administration:

Combining these two trends, the central Government in some instances, while actively promoting a more extensive and more equal coverage, utilizes all available channels for this purpose, whether central or local, governmental or non-governmental. The emphasis is here placed not so much on the choice of channel as on the administrative means by which the central Government can most effectively influence administration in the field (see next section).

II. Relations between Centre and Field

In so far as social welfare activities come within the field of responsibility of Ministries of the central Government, the question arises of the methods by which the central Ministry in the capital exerts an influence on the operations through which services reach beneficiaries in the field.

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[10] Pages 193 (Bolivia), 161 (China), 4 (Egypt), 289 (Greece), 81 (Haiti), 197 (Philippines), and 18 (South Africa).

[11] Pages 41 (Canada) and 376 (United Kingdom).

A. *Direct responsibility* (see I. A. 1 above)

Countries where the central Government takes direct responsibility for social welfare operations have in most instances decentralized their administration by having regional and local as well as central offices; they have made experts from their headquarters available to their regional and local offices; and they have sometimes developed advisory or consultative committees of private citizens both at the centre and in the field.[12]

B. *Delegated responsibility* (see I. A. 2 and 3 above)

Countries that practise extensive devolution of responsibility have developed several administrative methods of promoting uniformly high standards of practice, usually accompanied by grants-in-aid:

1. Administrative inspection:

A staff of technical specialists is sent into the field to give expert counsel and advice,[13] as well as to act as the eyes and ears of the central authority.

2. Administrative appeals:

Provision is made for appeals from the field to the centre, in branches of social welfare activity in which personal legal rights are involved.[14]

3. Non-governmental standard-setting:

Semi-governmental or non-governmental organizations are encouraged to establish voluntary associations through which they may set their own standards.[15]

C. *Countries with federal constitutions*

In federal unions some additional problems are posed. These are met in three principal ways:

1. Allocation of activity:

In some countries, mostly outside Europe, some governmental social welfare activities reach their beneficiaries through the direct operation of the general Government, while others are left to the component units.[16]

2. Allocation of function:

(*a*) In other federal unions, mostly in Europe, the general Government often confines itself to a role of legislative standard-setting, but leaves actual social welfare operations to the component units.[17]

[12] Pages 5 (Egypt) and 404 (United Kingdom).
[13] Pages 404 (United Kingdom), 343 (Sweden) and 97 (United States).
[14] Pages 423 (Australia), 223 (Austria), 247 (Denmark) and 343 (Sweden).
[15] Pages 269 (France), 328 (Netherlands) and 374 (Switzerland).
[16] Pages 425 (Australia), 43 (Canada and its provinces) and 91, 102 (United States).
[17] Pages 218 (Austria), 367 (Switzerland and its cantons) and 409 (Yugoslavia and its republics).

(*b*) Some general Governments provide for the wholesale procuring of such supplies as prosthetic appliances, braille presses, and housing materials, but leave to their component units the making available of these supplies to the ultimate beneficiaries.[18]

3. Co-operative federalism:

Some federal unions have introduced, in some branches of social welfare administration, a method by which, instead of strict demarcation between the activities or functions of the various levels, a work programme is agreed between them, and continuing administrative co-operation is effected by such means as grants-in-aid and technical field advisers.[19]

III. Administrative Specialization

In order to perform some particular social welfare function, serve some special category of client, or meet the social needs of some particular kind of territory, many specialized operating units have been created in every country. Some of these are non-governmental agencies with no organic link with any larger administrative entity. Many, however, are closely linked with some larger organ, on the basis of functions performed, clientele served, or territory covered.

Two methods of analysis are therefore open. Approaching this problem from the top, one may inquire, in any particular country, what central ministries or other larger organs are concerned with social welfare, and with exactly which branches of social welfare activity each such organ is concerned. Alternatively, approaching this problem from below—and this is the approach that has necessarily to be followed in stating general conclusions—one may attempt to survey a number of specialized branches of social welfare activity, in order to indicate some of the principal places where they have been located in the administrative structure of various countries.

A. *Functional specialization*

The function subserved is one of the principal bases for the location of a specialized branch of social welfare activity in one administrative organ rather than in another. This means in many instances that some specialized form of social action, such as health, education, or employment, is taken as the principal basis of organization, and that social welfare activities are regarded an ancillary or auxiliary to this other specialized form of social action.

1. Health-connected social welfare activities:

Public health and medical care services have been reinforced with a number of medico-social activities. Some of these, such as infant and maternal consultations, are largely, though not exclusively, matters of public health administration. Others, such as medical and psychiatric social

[18] Page 171 (India).
[19] Pages 60 (Canada) and 97 (United States).

work, hospital almoning, and occupational therapy, are essentially aids to medical care agencies in promoting the complete recovery of patients.[20] Others again, such as health visiting, day nurseries and rehabilitation, give rise to important differences of administrative policy and practice.

(*a*) Health visiting:

(i) In some countries, the counselling in their own homes of persons presumed to need medico-social advice, is regarded as a function of the organ charged with responsibility for preventive medicine. Locally, it comes under a medical officer of health. Centrally, its direction and supervision come under a ministry of health. In some of these countries the civil registration of births is a duty associated with the health officials and is regularly followed up by public health visitation;[21]

(ii) In other countries, where local responsibility for all aspects of preventive medicine is less clearly concentrated in a medical officer of health, and where civil registration of births is not regarded as a public health function, the medico-social counselling of families is associated with the administration of health insurance or family allowance funds.[22]

(*b*) Day nurseries:

(i) In some countries, nurseries may be regarded as neighbourhood facilities, crèches for children up to two years of age being provided by either (*a*) local government or (*b*) an autonomous semi-governmental or non-governmental organization, under the general supervision and direction of an organ responsible for either (*a*) health in general, or preventive medicine in particular,[23] or (*b*) assistance to the disadvantaged;[24]

(ii) In other countries, nurseries may be regarded as work-place facilities, and are operated by industrial establishments (whether publicly, co-operatively, or privately owned) as part of personnel management, and by large farms either during the busy season or all the year round.[25]

(*c*) Rehabilitation:

Rehabilitation of handicapped persons so that they may have all possible opportunities to live normal lives and discharge normal responsibilities, has physical, occupational, and social sides. According as one or other of these sides is emphasized, administration rests with a health service, an insurance fund or injuries tribunal, an employment service or ministry of labour, a vocational education service or ministry of education, a public assistance ministry, or a separate organ.[26]

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[20] Cf. WHO, Report of expert committee on professional and technical education, A 3/65 and A 3/R/18 (May 1950).
[21] Page 378 (United Kingdom).
[22] Page 265 (France).
[23] Pages 264, 266, 271 (France) and 378 (United Kingdom).
[24] Pages 221 (Austria) and 104 (United States).
[25] Page 334 (Poland).
[26] Pages 244 (Denmark), 265 (France), 72 (Guatemala), 382, 397 (United Kingdom), and 98 (United States). Cf. ILO, *Training and employment of disabled persons* (1945).

2. Education-connected social welfare activities:

Education has been strengthened with welfare services such as the promotion of school attendance, leisure-time group activities for children and young persons, adult education, vacation colonies, kindergartens, and special provision for handicapped children.

The administrative problems that have arisen have largely centred around:

(*a*) The relative role of government and of non-governmental organizations in providing these various services.

(*b*) Governmental promotion and supervision of these services.

(*c*) The extent to which promotion and supervision of these services rests with authorities other than those concerned primarily with education.

3. Nutrition-connected social welfare activities:

To bring good nutrition within reach of more people, special services have been developed; but experience has not yet produced any consensus as to the most effective organ through which to render these services.[27] Maternal and infant consultations have in some countries been used as distributors of food or instructors in feeding; they usually come under health organs. School feeding sometimes comes under education organs. In some countries where autonomous health insurance and family allowance funds have engaged in preventive medicine and health education, they have engaged also in nutritional instruction and in the supply of nutritive meals, including provision of popular restaurants, factory cafeterias, and milk kitchens. Ministries of agriculture, and organs for marketing or stabilizing the price of agricultural commodities, have also been concerned with the utilization of food. In some countries a public assistance organ has distributed food to persons who might not otherwise have been properly or adequately fed.

4. Employment-connected social welfare activities:

In the field of employment, welfare services have been developed as part of vocational guidance, worker migration, personnel management, and labour organization. Important administrative problems have here arisen concerning the relative roles of the ministry of labour or similar organ, and of schools, business enterprises, and trade unions.[28]

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[27] Pages 231 (Czechoslovakia), 298, 301 (Italy), 381 (United Kingdom), and 102 (United States). Cf. League of Nations, *Problem of Nutrition, Vol. III. Nutrition in various countries* (1936). ILO, *Workers' nutrition and social policy* (1936). United Nations International Children's Emergency Fund, "Statement of children's needs in UNICEF receiving countries", E/ICEF/W.3 and addenda.

[28] Pages 267 (France) and 384 (United Kingdom). International Labour Conference (31st Session), *Vocational guidance counselling* (1947); Vocational Guidance Recommendation (R. 87 of 1949).

5. Social welfare activities connected with social security:

In addition to social insurance benefits and social assistance pensions, social security has been approached through a number of other services, some of which call for highly individualized administration:

(*a*) Determination of individual need, with a view to public support or restoration of self-support.

Although there is usually a special organ for administering aid on the basis of need, some countries divide this responsibility among a number of specialized organs, and there is some variety of practice in locating responsibility for investigation, for disbursement, and for restoration of self-support.[29]

(*b*) Non-cash services:

The administration of supports and substitutes for family life may involve co-operation with non-governmental organizations, especially for such services as:

(i) Home visiting, counselling, and referral;[30]

(ii) Placement of young, old, and other persons, in foster families and in institutional accommodation;[31]

(iii) Care in residential institutions.[32]

6. Social welfare activities connected with housing and town and country planning:

The management of popular housing has often been reinforced with welfare services aimed to help tenants adjust to their new environment.[33] The management of social centres has sometimes been in the hands of general community organizations, whether governmental or non-governmental, concerned with education or recreation.[34]

7. Adjudication-connected social welfare activities:

(*a*) Judicial administration is aided by several variously-administered social welfare activities such as court social work, guardianship, and legal aid.

(i) Court social work, to help a tribunal have the information needed to enable it to reach socially useful decisions, seems usually to be administered by the tribunal concerned. If the tribunal is a law court it comes

[29] Cf. forthcoming United Nations study of methods of administering public assistance to the needy.
[30] Page 395 (United Kingdom).
[31] League of Nations, *Placing of children in families* (1938). United Nations, "Welfare of the aged: old age rights", E/CN.5/200/Add.1 (1950).
[32] Cf. forthcoming United Nations study of children deprived of normal home life.
[33] Pages 319 (Netherlands) and 384 (United Kingdom).
[34] Page 382 (United Kingdom).

under the supervision of whatever organ is used in that particular country as a ministry of justice;[35]

(ii) Questions of parental power, guardianship, and custody of children come within the scope of public administration to a different extent and in different ways in different countries. A major part in deciding these questions is played by (*a*) a lower court of law (Czechoslovakia, United States), or (*b*) a specialized non-professional tribunal (Denmark, Sweden), or (*c*) a family council (France, Greece), or (*d*) a regular unit of local government (Yugoslavia). These are subject to supervision by (*a*) a higher court of law (France, United States), or (*b*) a specialized central child welfare organ (Denmark, Sweden), or (*c*) a higher local government unit.

Guardianship of socially handicapped children is variously vested, in whole or in part, in (*a*) a local governmental social welfare organ, acting through paid and professional public officials (Austria, Czechoslovakia, France), (*b*) a non-governmental organization (Canada), or (*c*) some individual person (Denmark, Sweden, Yugoslavia);[36]

(iii) Maintenance obligations of legally liable relatives, in addition to being determined by courts in all countries, are in some countries enforced by governmental administrative organs on behalf of persons who need this assistance;[37]

(iv) Legal aid for persons needing advice or representation is provided sometimes by (*a*) courts, (*b*) the legal profession, (*c*) workers' organizations, (*d*) voluntary welfare agencies, and (*e*) local government as a community service.[38]

(*b*) Correctional administration is generally supplemented with social welfare activities, especially in connexion with the prevention of crime and the rehabilitation of offenders.[39]

(i) Police activities may be positively directed at the prevention of crime by such methods as recreational and educational programmes;

(ii) Probation is commonly associated with court social work under judicial administration;

(iii) Parole is commonly administered by a correctional organ;

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[35] Cf. League of Nations, *Auxiliary services of juvenile courts* (1931); *Principles applicable to the functioning of juvenile courts* (1937); and the forthcoming United Nations study on medical, psychiatric and social examination of offenders before the final disposition of the case and as a guide to treatment.

[36] Pages 220 (Austria), 45 (Canada), 229 (Czechoslovakia), 245 (Denmark), 263 (France), 289 (Greece), 322, 327 (Netherlands), 365 (Switzerland) and 393 (United Kingdom).

[37] Pages 245 (Denmark) and 341 (Sweden). League of Nations and International Bureau for the Unification of Penal Law, *Obligations alimentaires entre les membres de la famille légitime* and *Exécution à l'étranger des obligations alimentaires* (Rome 1938).

[38] Pages 320 (Netherlands) and 385 (United Kingdom). League of Nations, *Legal aid for the poor* (Geneva 1927).

[39] Pages 266, 285 (France), 320, 322 (Netherlands), 24, 31 (Union of South Africa), 389 (United Kingdom), and 93, 102, 103, 107 (United States). Methods of administering measures for the prevention of crime and treatment of offenders are objects of separate study by the United Nations.

(iv) Other services for the rehabilitation of offenders are (*a*) directly administered by a penal organ, or (*b*) indirectly provided in co-operation with non-governmental organizations.

B. *Clientele organization*

Location of a social welfare activity in an administrative organization on the basis of the clientele to be served, is less wide-spread than the grouping of activities according to function or skill, but is nevertheless widely practised in certain branches of social welfare action, on behalf of vulnerable groups.

1. Family and child welfare:

(*a*) Special organizations on behalf of children have been created in many countries. One of the most common forms that these take is a statutory local child welfare authority, with mandatory responsibilities for certain statutorily defined categories of children, and permissive responsibility for certain other children that it deems to be in need of public protection. In some countries, this local child welfare authority functions as an administrative tribunal, and there are no children's courts.[40] Elsewhere this authority does not act as a tribunal, but provides legal aid to mothers and children in securing determination of affiliation and maintenance obligations.[41] One country has recently transferred the public guardianship of children from the local education authority to a newly-created local child welfare authority, with a corresponding change in administrative supervision from the Ministry of Education to the Home Office.[42] Another country has recently transferred legal protection of children from its specialized child welfare authorities to its organs of general local government, which cover many positive services in addition to legal protection.[43] Some Governments locate important child welfare responsibilities in semi-governmental and non-governmental organizations.[44] In general, however, it may be said that few countries concentrate responsibility for all child welfare in their specialized child welfare authorities, which therefore tend to be specially concerned with socially handicapped children rather than with children as such.

(*b*) The welfare of mothers and infants is in some countries served by a separate organization from the one bearing primary responsibility for child welfare.[45]

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[40] Page 245 (Denmark). Cf. League of Nations, *Child welfare councils: Denmark, Norway, Sweden* (1937).

[41] Pages 322 (Netherlands) and 365 (Switzerland).

[42] Page 393 (United Kingdom).

[43] Page 228 (Czechoslovakia).

[44] Pages 45 (Canada), 289 (Greece) and 215 (Turkey); also the National Child Welfare Organization (Belgium).

[45] Pages 245 (Denmark) and 298 (Italy).

(*c*) The welfare of the family rather than of the child or the mother is the basis for top administrative organization in a few countries.[46]

2. Native welfare:

Special organs have been created for social administration among the indigenous population in some countries of European settlement.[47]

3. War veterans' welfare:

Nearly all countries have set up special organs on behalf of their ex-combatants or ex-service men and women. There is, however, considerable difference in the extent to which these special organs overlap with those that engage in social welfare activities on behalf of the general population.[48]

C. *Territorial specialization*

In the few instances in which this has been used in the administration of welfare services, either for co-ordinating functional or clientele services, or for operations, it has taken these forms:

1. Under-developed areas:

(*a*) Areas that are predominantly agricultural have sometimes been specially provided for, either through a regional authority, or through an agriculture organ.[49]

(*b*) Areas devoted exclusively to mining or some other particular industry have their economic structure broadened and diversified, and their social amenities developed, by special regional organs.[50]

2. Disaster-stricken areas have occasionally been specially provided for through a temporary emergency relief organ.[51]

IV. Administrative Co-ordination

Responsibility for administering the various branches of social welfare activity is usually widely scattered, and several methods have been used for promoting a unified approach, in the interest both of a consistent State policy and of effective service to the person in need.

A. *Central co-ordination or integration*

Methods used by the central Government, in the interest of a unified and consistent State policy, may be conveniently grouped under two headings: "staff" co-ordination and "line" integration.

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[46] Page 271 (France, directorate general of population; also family allowances funds).

[47] Pages 26 (Union of South Africa) and 92 (United States); cf. page 135 (Bolivia), 150 (Ecuador) and 76 (Guatemala).

[48] Pages 395 (United Kingdom) and 92 (United States).

[49] Cf. FAO, *Essentials of rural welfare* (Washington 1949).

[50] Cf. forthcoming FAO studies of welfare of mountain areas and fishing communities.

[51] Pages 163 (China), 288 (France), 169 (India) and 198 (Philippines).

1. "Staff" co-ordination:

Ministries and similar organs responsible for administering various branches of social welfare activity may remain distinct, and subject to no common superior other than the top policy-making organs, such as the head of the government, the cabinet, and the legislature; yet their separate and parallel action may be co-ordinated under the influence of a kind of "general staff".

This "staff" function is discharged in various ways:

(*a*) A research staff may be attached to the principal policy-making organ, in order to provide it with a factual basis for its deliberations and decisions.

(*b*) Interdepartmental committees of responsible ministers or of senior administrative officials are in some countries relied upon for co-ordinating the various branches of public social welfare activity with respect to both policy and administration.[52]

(*c*) An advisory or consultative body is in some countries used as a way of preparing for a co-ordinated approach to problems of social welfare. If there are a number of specialized advisory bodies in the social field, there may be cross-representation between them.[53]

2. "Line" integration:

In other cases, there is attempted a measure of administrative integration in the form of responsibility of a number of bureaux or boards to a minister or other common superior with authority to command their action.

A number of social welfare activities—but never all of them—are then grouped together within the competence of one ministry or similar organ, which is in some instances devoted primarily to some or all aspects of income security. This ministry or department may bear the name of "welfare" (as in the provinces of Canada and the states of the United States), "provident social activities" (as in Ecuador and Greece), "social affairs" (as in China) or "social administration" (as in Austria), or may just be described as "social" (Denmark, Sweden). In some countries (e.g., Canada) the organ responsible for social welfare activities is in double harness with a health organ, and in others (e.g., Czechoslovakia) with one that deals with questions of employment.

B. *Local co-ordination*

Similar problems arise locally. Here there seems to be more organizational specialization, less co-ordination (unless by some higher authority), and little integration. Experiments in local co-ordination include:

[52] Pages 50 (Saskatchewan, Canada), 11 (Egypt), 383 (Netherlands), 335 (Poland), 346 (Sweden), 400 (United Kingdom) and 113 (United States).

[53] Page 271 (France) and 112 (United States). Cf. FAO recommendation for national nutritional organizations for policy formulation, resource co-ordination, and programme development.

1. Interlocking committee membership:

Some countries practise cross-representation among local committees.[55]

2. Community councils of social welfare service:

Some countries attempt co-ordination through local federations of governmental and non-governmental social welfare agencies, to promote mutual understanding of one another's programmes and joint planning to fill gaps and avoid overlapping.[56]

3. Unified home visiting:

Two countries are experimenting locally with the administrative co-ordination of family casework.[57]

4. Central indexes:

Confidential central registers of all cases receiving various kinds of social welfare service are maintained locally in some parts of some countries, and are administered either privately or publicly.[58]

5. Local referral centres:

From the point of view of the person in need of service, what is important is that he be able to find out easily for what benefits, services, or opportunities he is eligible, and then that he be put into effective relationship with these social resources. The multiplication of specialized social welfare activities has of recent years induced several experiments in an integrated counselling service, where any one in need may be given information and advice and be referred to the agency or office best able to help him.

Some of these *permanences d'entraide sociale* or citizens' advice bureaux have been for the general population.[59] Others have been for special clienteles, such as war victims, deportees and repatriates (France) or demobilized war veterans (United States).

6. Rural social centres:

The problem in underdeveloped areas, of bringing scientific advancement within reach of country dwellers, developing their skills, and promoting their active co-operation in raising their living standards, has elicited several experiments in the organization of rural social centres through which a small team of socially oriented workers drawn from various professions can focus the technical resources of a number of administrative organs on the needs of a group of villages.[60]

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[55] Pages 7 (Denmark) and 269, 285 (France).
[56] Pages 53 (Canada), 76 (Guatemala), 324 Netherlands), and 115 (United States).
[57] Pages 33 (Canada) and 274 (France).
[58] Pages 11 (Egypt), 273 (France), 324 (Netherlands) and 28 (Union of South Africa).
[59] Pages 274 (France) and 400 (United Kingdom).
[60] Page 4 (Egypt). Administration of rural centres for community self-help is the object of a special study.

V. Finances[61]

A. *Sources of revenue*

1. General revenues:

The consolidated general revenues of State and locality are in some countries the principal source for financing governmental social welfare activities.[62] In many others, however, they are supplemented or replaced by revenues earmarked or assigned for social welfare purposes.

2. Assigned revenues:

Instead of all revenues being commingled in a general fund, some are specially dedicated to certain branches of social welfare activity:

(*a*) Assigned taxes.[63]

(*b*) Surcharges. An organ of government charged with a social welfare function may make an addition to the general tax-rate fixed by another organ.[64]

(*c*) Lotteries. Part of the proceeds may be earmarked for social welfare.[65]

(*d*) Gifts. Donations, bequests, and income from landed property and other endowments, are frequently affected to social welfare.[66]

(*e*) International aid. Emergency relief and rehabilitation supplies, proceeds from their sale, and counterpart funds connected with foreign aid, have in many countries given considerable support to social welfare activities.[67]

3. Contributions by beneficiaries:

This kind of assigned revenue presents a number of methods by which beneficiaries meet all or part of the cost of activities organized for their welfare in a more direct manner than through the kinds of general and assigned revenue thus far considered.

(*a*) Social security funds. Although this medium, through which potential beneficiaries are compelled to contribute as a class to their own welfare, is aimed primarily at income security and medical care, it is used in certain countries (especially on the European continent and in Latin America) to finance a considerable range of social welfare activities.[68]

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[61] Cf., United Nations, "Public finance survey", E/CN.8/31 and annexes.

[62] Pages 324 (Netherlands), 28 (South Africa) and 401 (United Kingdom).

[63] Pages 429 (Australia), 153 (Ecuador), 84 (Haiti), 370 (Switzerland) and 118 (states of United States); Cf. International Labour Conference, Medical Care Recommendation (R. 69 of 1944), Articles 86-90.

[64] *Centimes additionnels.*

[65] Pages 430 (Australia), 154 (Ecuador), 84 (Haiti), and 201 (Philippines).

[66] Pages 10 (Egypt), 236 (Czechoslovakia), 153 (Ecuador), 275 (France), 181 (Iran), 370 (Switzerland) and 215 (Turkey).

[67] United Nations, "Proceeds of sale of UNRRA supplies." E/1095/Rev.1; UNICEF, Compendium, June 1950.

[68] Pages 276 (France) and 72 (Guatemala).

(*b*) Service charges. Beneficiaries of social welfare activities contribute as individuals or families, paying service charges for day nurseries, kindergartens, supplemental feeding, summer camps, care and accommodations of various kinds, etc., in which cases the questions arise of who determines need and assesses the service charge, and what are the social measures for exempting certain categories of the population from all or part of the service charge.[69]

(*c*) Institutional labour. Beneficiaries contribute by their labour towards meeting the cost of operating institutions in which they reside, including in some countries those providing care and accommodation for children and old people.[70]

(*d*) Revolving funds. Manufacture and marketing of handicraft and other products is handled by Government-financed co-operatives or Government-owned corporations on behalf of indigenous populations, handicapped persons, employable unemployed persons and prisoners.[71]

B. *Cost sharing*

In order that persons all over a country may have equal access to the social welfare activities of which they stand in need, it is not everywhere felt necessary that the central Government assume responsibility for direct administration. In many circumstances it has been held practicable to leave responsibility for field administration in the hands of local communities and other lower levels of government, provided that steps are simultaneously taken to spread financial responsibility over a wider area. This has been attempted by various methods, of which grants-in-aid are the most widely practised.

1. Grants-in-aid:

In many countries, subsidies granted by higher levels of government facilitate the participation of lower levels in social welfare activities.

(*a*) Kinds of grant-in-aid:

(i) Block grants cover a wide range of services, and are usually aimed at putting a floor beneath the resources at the disposal of local units for general purposes including but not confined to social welfare activities. If they are proportionate to population, the population is sometimes weighted, e.g., in respect of children, or of a *per capita* local tax base below the national average; or the total grant is varied legislatively according as the State devolves responsibility for social services on the localities or relieves them of such responsibilities;[72]

(ii) Special grants are more used than block grants, and they are usually aimed at stimulating particular services. They may be at a flat rate (either *per capita* of population or per beneficiary), or they may be at a

[69] Page 353 (Sweden).
[70] Pages 164 (China) and 202 (Philippines).
[71] Pages 201 (Philippines), 383 (United Kingdom), and 93 (United States).
[72] Pages 357 (Sweden) and 402 (United Kingdom).

fixed proportion or percentage of outlay (up to a maximum), or one or other of these methods of calculating may be weighted in the interest of localities whose *per capita* income or *per capita* tax base is below the national or state average;[73]

(iii) Project grants in aid of particular pieces of social welfare activity are practised in some countries, as the result of negotiation between the levels concerned.[74]

(*b*) Administrative controls over grants-in-aid are practised in most countries to ensure compliance with the standards laid down at the level by which aid is granted. These controls are usually sanctioned by reduction or withdrawal of grants. Regularly continuing controls are of two kinds:

(i) Fiscal, including fiscal reporting and auditing, with or without inspection of organization and methods;[75]

(ii) Technical, including statistical and narrative reporting, social auditing, advisory inspection and continuing consultation.[76]

2. Other methods of cost sharing:

(*a*) Grants-in-aid in reverse. When an intermediate level of government (e.g., *départements*) is charged with certain social welfare responsibilities, it may apportion part of the cost among its subdivisions (e.g., communes).[77]

(*b*) Pooled financing. Units of government at the same level have occasionally pooled their resources in order to adjust or equalize their liability in respect of some branch of social activity.[78]

(*c*) Tax sharing. Certain taxes with a social objective may be not only assigned to certain forms of social welfare activity, but may be shared in fixed proportions between the level of government by which they are imposed and the level by which they are in considerable part to be spent.

(*d*) Work sharing. A clear allocation of social welfare activities between the various levels of government might enable each to pay for its own share of these activities out of resources under its own control, although it would not provide a method by which the higher level could attempt to equalize services by fund sharing and standard setting.[79]

C. *Relationship between social welfare and economic development*

With a view to the creation of conditions of stability and well-being, a number of Governments have not only formulated appropriate policies but

[73] Pages 56 (Canada), 252 (Denmark), 354 (Sweden), 29 (South Africa), 402 (United Kingdom) and 90, 120 (United States).
[74] Pages 164 (China) and 310 (Italy).
[75] Pages 164 (China), 430 (Australia) and 374 (Switzerland).
[76] Pages 393, 404 (United Kingdom) and 97, 98 (United States).
[77] Pages 225 (Austria) and 277 (France).
[78] Page 253 (Denmark).
[79] Page 430 (Australia).

have also made special administrative arrangements at various levels for facilitating the correlation of social progress with economic development.

1. Over-all policy planning:

A considerable measure of responsibility for planning the correlation of social with economic policy commonly attaches to the office of the head of the government, helped in some countries by a planning staff.[80] The co-ordinating machinery already considered (see IV. A. 1, above) may constitute part of this organization for combined social and economic planning. Revenue resources, budgetary expenditures, and other administrative measures may be regarded in some countries as important instruments for modifying the consumption of goods and services and the provision of durable social facilities.[81]

2. Administrative implementation:

The emphasis placed for combined social and economic reasons on one branch or another of social welfare activity may affect the structure of a country's administrative machinery. Thus specialized organs for administering income security may seem specially needed in countries interested in governmental redistribution of consuming-power, or in capital accumulation for provision of community facilities. Similarly, organs for facilitating the mobility of labour or the entry of women into industry may seem indicated in countries desiring to augment their labour force. Financially autonomous organs for enabling public charges to become self-supporting and add to the national income may be important from the point of view of economic as well as of social policy. Special Government departments have been established in some under-developed countries for promoting co-operation and other savings and loan agencies as means of mobilizing and utilizing local capital, as well as of serving the welfare of participants and stimulating the practice of provident mutual aid.[82]

VII. Personnel

A. *Extent of use of trained social workers*[83]

1. Factors conditioning their use:

Professional social workers are to be found in more than half of the countries described. Their use is conditioned, among others, by the following factors:

[80] Cf. United Nations, *Economic development in selected countries: plans, programmes and agencies,* vols. I (1947) and II, ST/ECA/4 (1950).

[81] Cf. United Nations, *National and international measures for full employment,* E/1584 (1949); ILO, *Public investment and full employment* (Montreal 1946).

[82] Cf. United Nations, *Methods of financing the economic development of under-developed countries,* E/1333 (1949); ILO Advisory Committee on Cooperatives, *Report* (1949); International Labour Conference, Social Policy in Dependent Territories Recommendation (R. 70 of 1944), article 45.

[83] Cf. United Nations, "Training for social work", E/CN.5/196 and Add.1,2,3,4.

(*a*) In most countries they are employed in counselling persons in need of services of various kinds, but not in administering social assistance or other forms of income security.[84]

(*b*) In the governmental social welfare services of most countries they are confined to operating and supervisory levels, and are seldom advanced to middle and principal directing levels.[85]

(*c*) Their remuneration is in many countries limited by the restrictions on their advancement. It appears highest in countries where opportunities for advancement to the highest levels are most generally extended to social workers, and especially where income security administration—as well as the operation of non-cash services—is to some extent staffed by them.

(*d*) Their professional schools are dependent upon the availability of well-run agencies capable of providing adequate opportunities for practical training.

(*e*) Their professional schools in some countries extend training to persons whose educational qualifications are less advanced than those required for a course of training leading to a university degree.

(*f*) The profession is in some countries confined to women, even though there is no legal distinction as to sex.[86]

(*g*) The frontiers of the profession are ill-determined (e.g., different countries give different answers to the question of whether health visitors, probation officers, home teachers of the blind, housing managers, industrial welfare workers, and investigators of means and needs, are or are not social workers).

2. Use of other kinds of trained social welfare worker:

In addition to social workers, there are many other kinds of trained worker needed for the successful administration of social welfare activities. Such are home economists, nutritionists, and dietitians to work with people both in their own homes and in institutions; workers in children's residential institutions and day care centres; housing managers; youth leaders; recreation leaders; correctional personnel; police, in their positive crime-prevention activities; town and country planners; social surveyors; etc. In industrially developed countries, all of these have their own training facilities and their own lines of professional advancement.[87]

3. Administrative development of social welfare personnel:

In all countries, much work with people is done by persons who do not have specialized training in social work or in any other form of social welfare activity. In some countries, nearly all social welfare activities are

[84] Except in North America. See pages 64 (Canada) and 125 (United States).
[85] Except United Kingdom, child welfare officers (page 405); United States (page 125).
[86] E.g., France, in fact though not in law.
[87] Page 280 (France).

in the hands of persons without specialized training. In some such cases, attempts at in-service training have been made, in the hope both of developing the special skills that are needed and of spreading the general attitudes of social workers, including their respect for the rights and dignity of people, their desire to develop a sense of independence and interdependence, responsibility and mutual aid, their knowledge of community resources and their search for continuing mutual adjustment between the developing personality and an evolving society.[88]

B. *Personnel practices in social welfare*

Of the persons engaged in social welfare activities under the aegis of government, some are and some are not members of a national or local civil service, recruited by competitive examination, guaranteed permanent tenure, and enjoying pension rights. Attention has therefore had to be given in the various countries to: (*a*) recruitment, (*b*) in-service training, (*c*) advancement, (*d*) remuneration, (*e*) pensions.[89]

C. *Use of unpaid social welfare workers*

1. Social work:

(*a*) Unpaid part-time volunteers engage in social welfare activities in most countries; but they help administer social assistance only in the group of European continental countries influenced by the Elberfeld system. Supervision by trained professional social workers or by other civil servants is wide-spread.[90]

(*b*) Compulsory unpaid part-time social work is found in the field of child welfare in a few countries of the European continent.[91]

2. Social administration:

(*a*) Adjudication. Lay representatives are found on special administrative tribunals such as those:

(i) Deciding questions concerning the care of children;[92]

(ii) Hearing appeals concerning social assistance awards.

(*b*) Management. Unpaid part-time service on managerial boards is common practice in connexion especially with residential institutions and social insurance funds.

(*c*) Advice. Unpaid part-time service on advisory groups in connexion both with non-cash services and with social assistance is practised in some countries, where it is valued as a means of citizen participation and civic

[88] Cf. forthcoming United Nations study of in-service training in social welfare agencies.
[89] Pages 283 (France), 85 (United States).
[90] Pages 226 (Austria), 284 (France).
[91] Page 257 (Denmark).
[92] Pages 256 (Denmark), 263 (France), 294 (Italy), 327 (Netherlands), and 393 (United Kingdom).

education; as a method of bringing administrative discretion into relationship with variations in local and regional circumstances; and as a method of preparing the way for acceptance of new policies.

VIII. Non-Governmental Social Welfare Organizations

A. *Kinds used and services rendered*

1. Mutual aid organizations:

These serve the welfare of their own members, regardless of whether membership is wholly voluntary or to some extent compulsory. Those in which Government has shown an interest fall into two principal groups according to whether their activity is primarily social or economic.

(*a*) Social organizations:

(i) Friendly and fraternal organizations;

(ii) Specialized provident funds (for sickness, burial, holiday benefits, etc.);

(iii) Social insurance funds, in so far as they are autonomous;

(iv) Clubs (for recreation, etc.);

(v) Co-operatives (for consumption, housing, small savings, small loans, medical care, arbitration, meeting halls, etc.).

(*b*) Economic organizations, which incidentally provide social welfare services:

(i) Business concerns;

(ii) Trade unions;

(iii) Works councils;

(iv) Associations of agricultural producers;

(v) Productive co-operatives.[93]

2. Philanthropic, benevolent and humanitarian organizations:

These serve the welfare of those members of the public whose needs fall within the scope of the organizations' means and interests. Those in which Government has shown an interest fall into two principal groups, according to whether they help people as members of families or households, or as residents in institutions—the latter involving larger problems of capital outlay and investment.

(*a*) Non-institutional aid, usually by local residents on behalf of other members of the same community, e.g.,

(i) Family counselling;

(ii) School children's care;

(iii) Leisure-time group activities, especially for youth;

[93] Page 177 (India).

(iv) Friendly services to blind and other handicapped persons and to the aged;

(v) Family placement and guardianship of children needing foster care (usually on a more-than-local basis).

(*b*) Institutional care, usually available to persons from a wider area than the local community and including, e.g.,

(i) Education or rehabilitation of the physically, mentally or socially handicapped, including institutional care of children;

(ii) Protection of the aged and infirm.

3. Religious organizations:

In their charitable activities, these serve either the members of their own denomination or community, or the wider public. In the former instance they provide a framework for mutual aid of a primarily social kind (see 1 (*a*) above). In the latter case their action approximates to that of secular philanthropic organizations (see 2 above).

B. *Financing*

1. Non-governmental sources of income:

In so far as allowed by law, these include:

(*a*) Income from endowment.

(*b*) Gifts and bequests by individual members of the public.

(*c*) Subscriptions by the public during annual mass fund-raising campaigns, which are in some countries conducted collectively on behalf of a number of agencies.[94]

(*d*) Payments and grants made by other non-governmental or semi-governmental organizations such as trade unions and (in some countries) autonomous social insurance funds.[95]

(*e*) Contributions by dues-paying members.

(*f*) Payment of service charges by users.

2. Governmental sources of income:[96]

These include:

(*a*) Payment for services rendered.

(*b*) Grants in aid of either:

(i) Capital outlay; or

(ii) Training costs; or

[94] Pages 53 (Canada) and 121 (United States).
[95] Page 236 (France).
[96] Page 69 (Canada), 242 (Czechoslovakia), 259 (Denmark), 328 (Netherlands), 339 (Poland), 356, 361 (Sweden), 373 (Switzerland), 36 (Union of South Africa), and 389, 406 (United Kingdom).

(iii) Operating expenses.

(*c*) Covering of deficits.

Governmental grants are in some countries in accordance with pre-established principles consistently applied; in other cases they are subject to negotiation.

3. Other governmental financial help:

This includes:

(*a*) Provision of accommodation and supplies.[97]

(*b*) Tax immunity.[97]

(*c*) Special postage stamps and telegrams.[98]

C. *Supervision*

In addition to simple registration, governmental control includes:

1. Functional controls:

(*a*) General licensing to perform certain functions, subject to certain conditions, such as regular reporting and inspection; and

(*b*) Special authorization to perform particular acts.

2. Financial controls:

(*a*) Grant of corporate personality or creation of trust, with concomitant right to receive endowment and own property; and

(*b*) Grant of permit to collect from the general public.

D. *Patronage*

In addition to financial aid and privileges, nearly all Governments accord special recognition and delegate certain administrative responsibilities to the national Red Cross Society and to certain other non-governmental organizations, among which two of the most significant kinds are:

1. Child welfare organizations:

E.g., children's aid societies in some provinces of Canada.

2. Temporary emergency relief organizations:

E.g., *Entraide française*.[99]

[97] Pages 287 (France) and 241 (Czechoslovakia).
[98] Pages 328 (Netherlands) and 373 (Switzerland).
[99] Page 288 (France).