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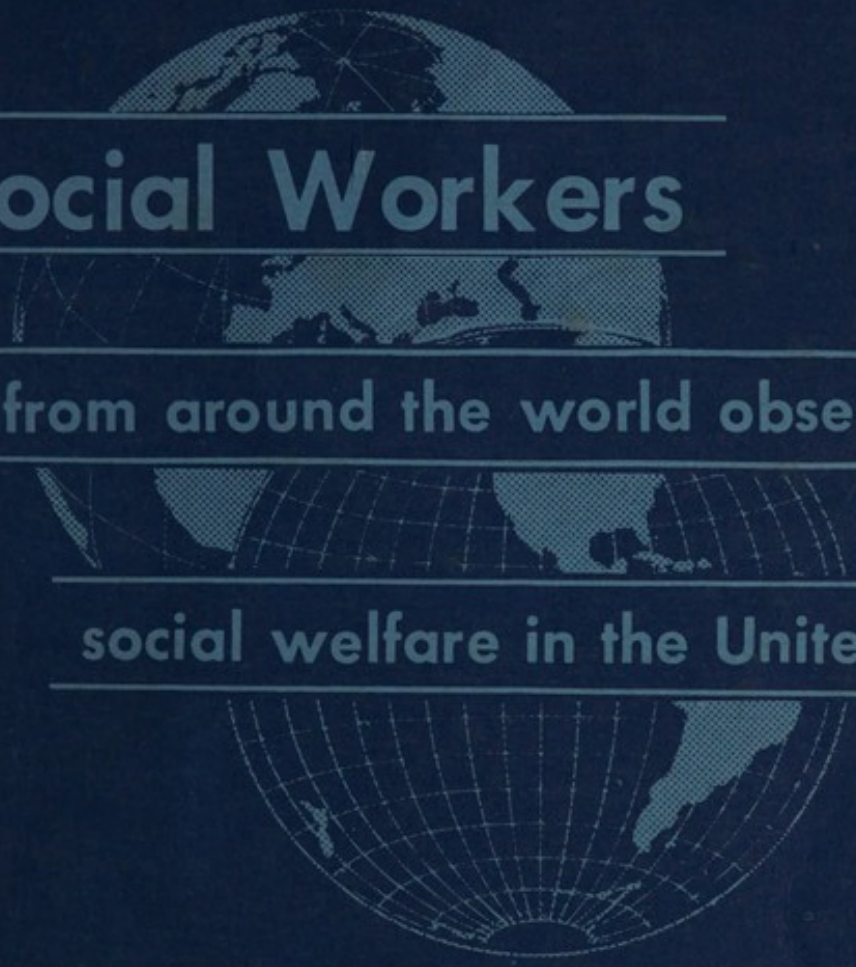

Social Workers

from around the world observe

social welfare in the United States

U. S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE
Social Security Administration

INTERNATIONAL
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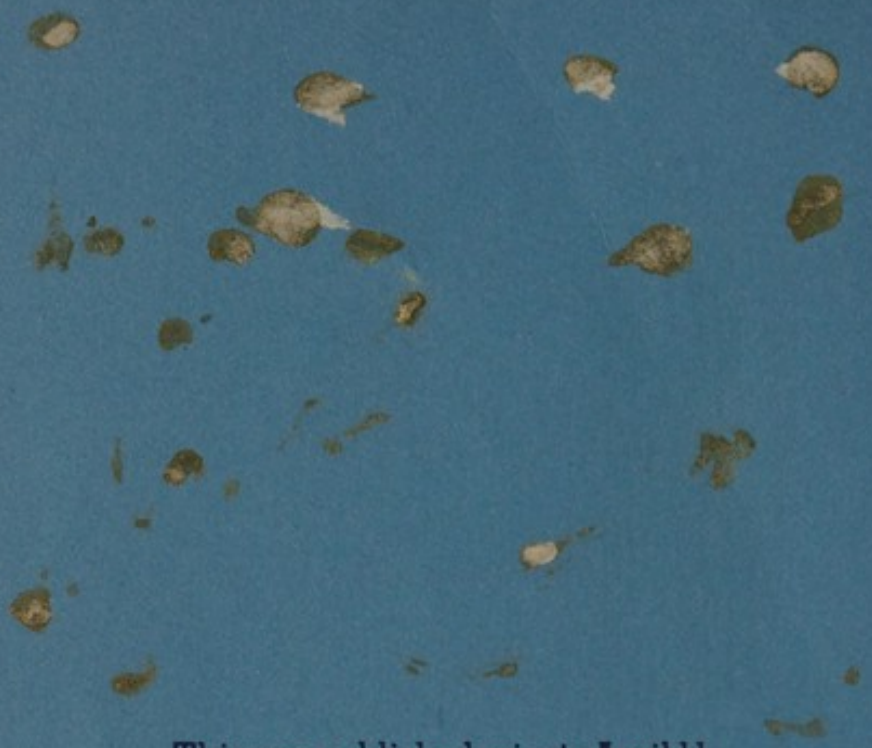

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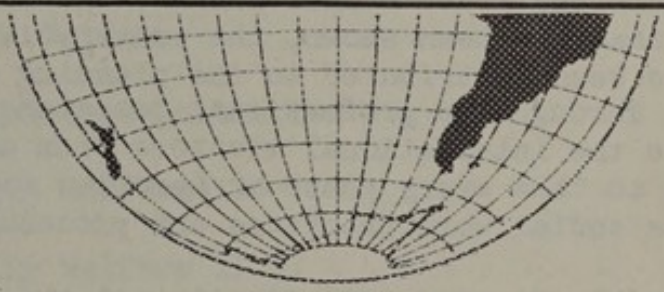

U. S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE
Social Security Administration

International Training Programs
Washington, D. C.
April 1953

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FOREWORD

In the interchange of technical knowledge and skills across national boundaries the social welfare field has been a pioneer. Sharing technical experience with the many visitors from other countries has now become an established pattern in the many public and voluntary social welfare agencies and schools of social work of this country. The Social Security Administration, at the request of the Department of State, has had the responsibility of receiving many hundreds of social work visitors and advising on their programs in this country. Schools and agencies cooperating with the Social Security Administration in these training programs have repeatedly expressed interest in sharing the visitors' reports on their impressions of social welfare in the United States and the value of the experience to them. The following materials--excerpts from final reports and a few of the full reports themselves--have been reproduced to meet the interest of cooperating agencies. They may also prove useful to organizations in other countries assisting in the development of observation programs.

Reports in themselves do not give a complete picture of the visitors--of their eager hopes and enthusiasms and their possible confusion and frustration in this new and strange land. Another lack in the story, which must be filled in by reading between the lines, is the response and helpfulness the visitors have received from the citizens of this country, social workers and private individuals. Nothing can truly measure the hospitality that has been shown, the cooperative good will and imagination that have been contributed to the planning of individual and group programs. Through the professional competence and the time given to this service the international visitors from around the world have had interpreted to them every phase of American social and community life, as well as social work practices and procedures.

It is not possible to name individually all the agencies and organized groups that have participated in making this program the success it has become. The social agencies and health groups--public and private, State and local--the public officials, the private citizens individually as well as their organizations, and the schools of social work have all done more than can be told. It is worthy of note, however, that most of those who have worked with the observers report that they have also received inspiration and help. This has been through exchange of views, through the friendships made, and from the knowledge gained of other lands and viewpoints. Both hosts and visitors believe sincerely that these programs are "two-way streets."

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Social Security Administration

SOCIAL WORKERS FROM AROUND THE WORLD OBSERVE SOCIAL WELFARE IN THE UNITED STATES

INTRODUCTION

The Social Security Administration Presents Observers' Reports

Many requests have come to the Social Security Administration for details concerning training programs for international visitors and the impressions they receive from their experiences here. To meet this interest the following material has been prepared from the final reports of some of these visitors. Both their reports and their letters reveal many pertinent comments on American customs, way of life, and social theory and practice. The persons throughout the country who have contributed to the success of these experiences will have an interest in sharing these comments.

Some of the writers of these reports came from highly technical services at home and wished to observe intensively in one field here; others came from countries newly emerged as independent nations, whose governments are just developing social welfare programs or are adapting old-line procedures to meet new needs; still others have varied responsibilities in agencies for aspects of program which in the United States would be distributed among several kinds of organizations.

Part one of this document contains a selection of excerpts from reports which in themselves reveal attitudes and points of view found in many reports. Part two presents the final reports of thirteen visitors from ten countries. They cover a few of the many fields in which observation programs have been planned. The document thus represents a cross section of the many nationalities participating under various types of programs. Both the excerpts and the reports have been edited for clarity but not for factual accuracy. Our purpose in publishing this document is to give the visitors' own reactions and impressions. Factual data on the programs can be obtained from such agency publications as deal with them.

Development of International Interchange in Social Welfare

Interchange between the people of the United States and nationals of other countries certainly is not new. Ever since the founding of this country there has been movement of peoples between our country and other lands. To the United States have come thousands of visitors to observe, perhaps to write a book about America, or merely to take advantage of the opportunity to travel on foreign soil. To the United States have come thousands to study in schools and universities, for whatever purpose such education might serve them upon their return to their home countries. To the United States have come many who have shared with us their genius in the fields of industry, education, social science, and art.

However, something new has been added in recent years. There has been a development of technical programs under which (1) consultants are sent abroad to assist other governments under terms mutually agreed upon between the contributing source and the recipient; and (2) governments are provided opportunity to send experts (trainees) abroad

to study or observe intensively within the fields of their specialties. Obviously, the two aspects of this kind of interchange are complementary and mutually dependent; however, this brief statement will be limited to the trainee aspects of these technical programs--and specifically to those trainees who have come to the United States to study and observe in the fields of social welfare and maternal and child health.

Social workers all over the United States, in schools of social work, in public and private agencies and institutions, on local, state and national levels of operation, have been engaged actively in planning for, and working with, the observers in various social work areas. Many who work with the visitors are aware of the benefits that accrue to this country in the wealth of experience we gain through our contacts with representatives from the social work profession in other countries.

Many of us have asked what meaning the experience in this country has for the visitors, and even as we ask, we know the answer is as complex as is human experience. We know that many visitors begin to visualize adaptations they can make for their own use even before they leave the United States. Many have found here stimulus for, and specific aid in, developing, in their home countries, new administrative methods, including supervision and other means of staff training. After returning home, some have formulated policy and procedure in new ways in their agencies. As a result of the experiences of visits here they have helped to establish schools of social work, maternal and child care clinics, programs of assistance, and many other social services.

We know, too, that while the visitors see much in practice here that cannot be used in their countries, they are acute observers and will try to adapt whatever may be useful to them.

* * * * * * * * *

Few people realize that the trainees and visitors come to the United States under many different auspices, both national and international, public and voluntary. The following brief information outlines the major programs for interchange.

United Nations Welfare Fellowship Program

During the years 1946-47, the United Nations Relief and Rehabilitation Administration, commonly known as UNRRA, brought into this country twenty-eight experts from other countries to study and observe in the social welfare field. Beginning in 1947, the United Nations developed a Welfare Fellowship Program along the lines of this UNRRA Program, and today it continues to operate on a world-wide basis. It is financed by the United Nations. However, when possible the country from which the visitor comes makes a contribution to the cost.

The Fellows are selected by their governments and approved by the United Nations. The country to which the application is referred for

program planning determines whether or not it will accept the particular applicant. Since 1947, about 221 United Nations Fellows have come to the United States to observe in the broad field of social welfare, including training for social work, general welfare, child welfare, social insurance, community organization, housing, rehabilitation of the handicapped and social aspects of health. Until 1951 the United Nations program was designed for observation by experts. Since 1951 the program has also included scholarships to allow opportunity to government to send abroad younger, less experienced people for attendance at schools of social work.

United States Educational Exchange Program

The United States Government initiated its official exchange program in 1939 when the 76th Congress passed the "Act to Render Closer and More Effective the Relations Between the American Republics." As far back as 1942, Latin American trainees and experts in the fields of maternal and child health and child welfare came to the United States under this program which an amendment later extended to the Philippines and Liberia. About the same time (1940-41) the Office of the Coordinator of the Inter-American Affairs (today known as the Institute of Inter-American Affairs) was created Through the cooperation of this agency the directors of all the Schools of Social Work in Latin America and a score of graduates of these schools as well as many individual experts were brought to this country for observation and training.

Prior to 1946 a number of social workers from China, India, and other countries of the Far East and Middle East received travel grants to visit the United States under special authority given for use of the President's War Emergency Fund to strengthen our relationship with their respective home countries.

Under the terms of Public Law 402, the United States Information and Educational Exchange Act of 1948, the United States Government now invites selected persons, influential in their own countries, to this country, to observe any aspect of the United States of America in which they are interested. These persons, designated as Leaders, come to the United States for 3 or 4 months and return home at the end of that period, hopefully with better understanding of and good will towards the United States, to strengthen our relationship with their respective home countries. For Leaders whose interests are extensive, with no particular major emphasis, the Department of State carries the responsibility for program planning. Those whose major interest is in a field that is covered by a Federal agency are referred by the Department of State to the appropriate agency.

The Department of State puts great emphasis on allowing the Leaders to observe in accordance with their varied interests--cultural and social as well as technical, with much opportunity to see and experience American life in its many aspects. However, for those for whom the various specialized Federal bureaus plan, there is a substantial program of study and observation in the professional field of the particular Bureau or office.

Point IV and Mutual Security Programs

The Act for International Development and the Mutual Security Act laid the basis for what is popularly known as "The Point IV Program" under which opportunity is provided to governments of less developed countries to send officials or technicians to the United States for training or observation. According to the country of origin, these specialists are referred through the field missions of the Technical Cooperation Administration of the Department of State, if they are from the Middle East or certain countries of southeast Asia; through the Mutual Security Administration if they are from the Far East or Indonesia; and through the Institute of Inter-American Affairs if they are from the other American Republics.

Under the program Leaders are invited by the United States to come to this country for 3 or 4 months of intensive observation and/or study in some field related to the Point IV program in their home countries. Trainees make application through the American Embassy in the country of origin for observation and study in the United States for periods of 6 months to a year in some field related to the Point IV program in their home country.

Both Leaders and Trainees are referred by the above agencies to the bureau or office competent in the particular field of interest to the visitor.

Cultural Exchange Program

In 1949 a Cultural Exchange Program with Germany and, later, similar programs with Japan, Austria, and the Ryukyu Islands were initiated to provide opportunity to specialists to come to this country to observe in the fields of their specialties for periods of 3 to 6 months. These specialists have come from many fields, including health and social welfare. They have been financed by the United States Government either through the Department of State or through the Department of Defense. Each specialist is referred to a governmental bureau or a private organization within the field of his competence and that bureau or organization plans his program of observation.

Other Sponsorship

Trainees in the fields of health and Welfare had been coming to the United States under suspices of the Institute of Inter-American Affairs for many years before it became a regional agency of the Point IV program. A few trainees come to the United States under the Fulbright Act and the act providing for fellowships for Finland.

Nongovernmental organizations and associations in the United States have developed various kinds of international interchange, and many such voluntary sources make possible each year visits by a large number of students and observers from other countries. In most instances these visitors are planned for by the sponsoring agent or by some facility designated by that agent. In many instances they are referred to the government bureaus for program planning.

In addition, many individuals come to the United States on fellowships provided directly by their governments or "on their own," and many of these seek the help of the public or voluntary agencies in planning and arranging programs of observation and study.1/

Planning Individual Programs

Many of the visitors who come to the United States under the international and United States programs described in the foregoing paragraphs are referred to the Social Security Administration where training services to international visitors are provided through the technical offices and bureaus. General welfare services, family and child care, public assistance, social work education, social research, community organization, social insurance, maternal and child health programs, and credit cooperatives are the major fields of interest.2/

Usually the special interest of the visitor has been determined in advance through review of his application papers. However, there is always an exploratory interview at the time of his arrival to be sure that professional interests are clarified and well understood as a basis for program planning. The visitor is referred to a training advisor who serves as his consultant during the time he is in the United States. It is generally believed that the observation fellowships depend for their success in large part on the availability of an effective and experienced training advisor, familiar with the resources in this country and skilled in identifying the needs of the visitor and in providing continuing consultation in regard to his program development. The same general plan of assignment to an individual advisor is followed in the case of scholarship students. Here the focus is on assistance in selection of the school most useful in light of the candidate's training needs. Continuing relationship is maintained with the school and with the scholar during the period the student is in this country.

The usual plan for visitors assigned to the Social Security Administration is that the first week or two are spent in orientation to the United States and to its broad social welfare developments. About 15 such group orientation programs are held yearly. In addition to selected staff in the Social Security Administration, representatives of other fields, such as public health services, vocational rehabilitation, mental hygiene, and cooperatives, participate in these orientation discussions. The orientation in Washington is usually followed by a

1/ Much of the above descriptive material was originally prepared for the News Bulletin of the American Association of Social Workers for May 1951, and has been revised and brought up to date for the purpose of this document.

2/ The international training services of the Social Security Administration are staffed by consultants who are specialists in the programs and services administered by the program bureaus: Bureau of Old-Age and Survivors Insurance, Bureau of Public Assistance, Children's Bureau, Bureau of Federal Credit Unions.

2-week planned program in a fairly typical nearby community. Communities that have been so used are Richmond and Winchester, Virginia; Baltimore, Maryland; Harrisburg, Pennsylvania; Wilmington, Delaware. The purpose of this community orientation is to assist the observer in securing a beginning knowledge of an American community, American family life, and the way a community organizes to meet its welfare needs. Following this total introductory experience, the visitor's program is planned by his advisor in accordance with his individual interests and needs. Based on this plan, State and local public agencies, the schools of social work, the voluntary agencies and organizations, the various institutions for children or adults, hospitals, clinics and the like, cooperate to provide a meaningful training experience. Social welfare visitors have also found useful observation in connection with the extension services of the Department of Agriculture, services provided through the Office of Indian Affairs and the varied aspects of broad programs of regional development, such as the Tennessee Valley Authority.

Throughout the visitor's stay in this country the program advisor provides consultation through conferences and through correspondence with and in relation to both the visitor and the host agencies. Suggestions are made regarding useful observation experiences, and the visitor is assisted in interpreting and evaluating his experiences and sometimes in refocusing his interest. Most of the visitors after the initial conferences in Washington have an average of three or four additional conferences.

In all cases the final week or two in the United States are spent in consultation with the program advisor and other technical personnel in order to round out impressions of the United States practice and to clarify concepts and methods observed in the field, and in the writing of the final report.

Host countries cannot take lightly this responsibility they have assumed in offering facilities for social welfare training to hundreds of social workers. What the visitors get out of the experience is determined in large measure by what the agencies put into it. The visitors can observe only what is made available to them. They can get a real understanding of how a country operates only as they gain an understanding of what they see. They can share their own rich backgrounds only through a real interchange of knowledge and thinking. Many of our visitors say that this kind of interchange in the area of social service is the soundest method of building toward world peace.

PART I

EXCERPTS FROM OBSERVERS' REPORTS

The sharing of learning and culture in these interchange programs comes not only in the formal assignments during the period of observation, but in every contact with an American, in everything the visitor sees as he travels through the country absorbing impressions of Americans, their customs and way of life. From many final reports it would seem that it is from these informal opportunities that the international observer gains the most. In spite of many things which they may not accept, their overall impressions of this country and its citizens are almost universally favorable ones. Their enthusiasm and joy in much that they have observed breaks forth spontaneously. This democracy of which they have heard so much has been revealed to them as much by hotel maids, Redcap porters, and the man on the street, as by the professional groups with whom they have studied.

Here are some of their comments after they have been in the United States. It is almost impossible to separate comments made on professional observations from the more informal impressions recorded.

Two young European men, both youth leaders at home, shared some of the same experiences here and were equally surprised by many aspects of American life. One said, "In all the cities I visited I found marvelous public libraries, open for everyone without charge. This I very much appreciate. Even the children have their special reading rooms and books. Music lovers may listen to any records they like. Museums and art galleries I found were free too. One of the things that struck me most has been the fact that since leaving the boat in New York nobody asked me to show my passport or any kind of identifying papers. I even could go in Government buildings, to sessions of the Senate, etc. The religious groups here in this country, I found, are, as compared with religious groups in Europe, very progressive. I liked it and will tell it at home."

The other young man said: "On all possible occasions I noticed American habits such as freedom, tolerance, generosity. I have got a lot of encouraging proofs of this (for instance, the street corner assemblies). Very impressive for me is the fact that the Catholic schools are supported by the Catholic people themselves. And I know this is only one example of the generosity of everybody in the United States of America. I saw some libraries, museums, and art galleries. I believe these institutions are closer to the population than in our country because they are more visited. I found things that make easier the life of the people, beginning in the household and in the offices and schools. On the other hand, I found alarming signs of hyper-civilization, a tremendous unethical atmosphere demonstrated by a flood of decadent films and magazines.

"At last, I would like to say the following few sentences. I had the possibility of learning a new country and to see how people are living and working there. What I would like to mention and what I think is a very important thing is the democratic spirit which can be found all over the country."

Another European wrote an article for his countrymen after he returned home, calling it "My 90-Day Run Through America." About our alleged "luxurious living" he said: "Many of us here are of the opinion that the American woman is leading a life of luxury and gayety, and that often she does not know how to kill the time for lack of something to do. Far from the truth, my dear listeners! Even the women who, on account of their children, can't hold a job, have plenty to do. Domestics are in America hard to get, and if at all, then only for a great deal of money. Often I saw American housewives, who with the mass of their household chores are just as busy as our women, proceed to wash the family car or even paint their own homes. . ."

Many of those who have come to the United States in recent years have been citizens of countries with which we were at war for 5 years. Nearly all of them expected to find hostility here. Their pleasant surprise is expressed by one as follows: "Being still legally an 'alien enemy,' I hesitated to take the opportunity of coming over to the United States. I would not have been able to stand much hostility. But in all these months I did not meet one American who expressed or made me feel any antipathy towards my country or myself. Even the fact that the American people as taxpayers had to finance the trip did not seem at all to affect their reactions. This was not only true for the professional people I met, but also for the 'man on the street' with whom I came necessarily in touch every day and who discovered very easily by my accent and language difficulties my foreign origin. They all were extremely friendly, helpful, hospitable, generous and, which meant still more, very much interested in European problems generally. Beyond all professional experiences which are so valuable, beyond any general impression concerning culture and philosophy here, even beyond the really outstanding beauty of many of the United States, I take home as the most precious gift the knowledge of a lasting mutual friendship with many citizens of this country and the feeling of good will of its people who received me with so much generosity, tact, understanding, warmth and an abundant hospitality."

The Cultural Exchange program has brought, among others, many young women from Asia and the Pacific Islands. Many of these were interested in seeing our programs of services to women and girls and in getting some understanding of women's place in the United States of America. Attendance at teen-age conferences, church youth camps, and group work leadership sessions gave them opportunities for such observation. Their response to these experiences was joyous and their comments penetrating and spontaneous.

One writes: "There is nothing so delightful and so heartwarming as having American friends. There is something as refreshing as coca cola, extensive as wheat fields in Kansas, as natural as humming birds about American people. They are very considerate to foreigners. They are friendly enough not to let us realize we are in a foreign country.

"At the first glance ordinary American people look rather easy-going and materialistic. They seem to be followers of Epicurus, who thought the aim of this life was to have fun. A young man said he was working very hard to buy a nice looking car like his friend's. A girl in sociology class said she entered college to enjoy dating. A distinguished old lady said her greatest wish was to lose weight. They seldom speak about something instructive and inspiring to us who are very eager to learn from them. During my trip of three months I had very few opportunities to hear people expressing their life philosophy which made me admire them for its profoundness. On looking into their daily life and community life, however, we are obliged to recognize that Americans have something deeper than material things. They are trying to practice social justice without expatiating on academic sociology. There is practical idealism in the United States.

"Although I am a little bit surprised at the real situation of segregation in the South I feel optimistic about this problem because I know their love of fairness and many people are making a great effort to solve this problem in the most democratic way.

"A sense of humor is one of the characteristics which makes America bigger. . . . They can smile at their own faults. A good sense of humor enables them to tolerate other people's faults and annoying attitudes.

"American men are exceptionally agreeable and kind. They are courteous as courteous can be. I think American women should be more thankful for men's services."

This same young Oriental woman goes on: "American houses are not unnecessarily large. I was rather surprised at the smallness of ordinary houses, but they are condensed art and science. . . . Some women have time to work in an office or a factory. I was impressed that a great number of women are occupying important positions in offices and more deeply impressed with their capability, promptness and neatness.

"There is also some kind of women who have too much time. They study too much how to be attractive and to think what kind of hat and dress they should buy next. The only thing I don't understand is the fact that ladies are very anxious to be slim rather than to become healthy enough to be able to play an important role as a mother, a wife or a citizen. . . ."

Of a summer conference of the Student Christian Movement, she said: "We had 'Seminars' for the consideration of pressing questions in the fields of politics, life, philosophy, economics, labor, and race relations. I attended several seminars. . . . I found some great friends here. It was here where I realized America is the country of conscience and piety.

"It was the American girls who made my stay of three months full of songs and laughters. They are wonderful. Especially teen-age girls I met in a Y-teen Conference. I thought there was nothing more effective to brighten this world than their agreeable frankness, sweet sensibility and fresh enthusiasm. What is it that made the personal beauty and individual capability of each girl in America come in bloom? It is freedom.

"Besides those in art galleries, we saw many marvelous sculpture works in parks, on the streets and in business buildings. Before I visited Chicago I thought it would be the 'Hog Butcher for the World' and a 'Stormy, husky, brawling city of the Big Shoulders', but when I saw the vast sculpture work in the Fountain of Time I changed my thinking. I recognized Chicago as 'A Gentleman of Refined Taste'."

Another of these young women wrote: "About the efforts of American people, I must add one thing, that is women's status in America. The weaving tools were in the dark room in the basement which I saw at Carlyle's house in Virginia. That shows clearly the women's status at that time which is not so much different from that of women in my country of the same century. Thinking this and that, I came to the conclusion that American women's present status was not got in an easy way, but acquired by long and hard combatting and struggling of women themselves, and these efforts are still being continued. American people are always seeking something; maybe Freedom is the most suitable word."

One social worker had strong feelings of insecurity as she came to this country. She recounts a happy change of her attitude as a result of her experiences here: "It is a strange thing for an adult to feel like a child, who has not much experience and is only living to be taught and learn. But I can tell you I enjoyed it! It was a short time of rest, where there was not much responsibility expected from me. No wonder I was really happy. The only thing which made me feel bad was that I could not cooperate in the discussion as I ought. But there was always an impediment, to speak frankly. And I was not the only one. By this I will not forget to thank one who served as a friendly foster mother and who was the first person we got acquainted with. She said at the end of the first week, 'You will stay here in this country for three months and be sure you will make many friends here.'

"I was so impressed by these words, because I could not imagine how this would work. It seemed very incredible to me. The American people didn't need our friendship and so I didn't expect more than a pretty good politeness. But already in the second week I had to change my mind and found out that there was more than politeness, that there was growing a real relationship based on mutual respect. I think that was the very important thing I had to learn in the beginning here, that people really didn't see us as strangers and former enemies, but tried to help us to become good friends, to keep the peace. I didn't believe in it, at first, and I was suspicious fearing that there would happen a great disappointment at last. All the more as I did like the Americans from the very beginning. I was so afraid to awake from a nice dream. It could not be true that there was not enmity nor indifference, but a fair way to mutual understanding. But yet, there was no doubt at least the more people I met, the more I felt there was truth, there was growing friendship they had spoken of and I began to trust again and slowly I got this feeling of security which is necessary to a successful work."

A woman doctor has made some very thoughtful comments: "Many people feel personally responsible for the needs of their fellowmen. This again

leads to the question what a real democracy is like. I was much impressed how, from childhood on, people in this country are taught to feel responsible, not only for themselves, but for their friends, their community, finally for their country. The basic premise of American life: That one man is as good as another, is proven in your cafeterias where the professor stands in line with the youngest intern, as well as in your conferences where the opinion of the youngest is just as carefully evaluated as that of the oldest. Your children leave school with far clearer ideas about the community they are going to live in than many of our adults gain throughout all their lives. Dealing with human beings means that the picture cannot be without any black spots. Equal rights for all citizens are not yet granted everywhere but such a development as that of an illiterate slave to a high school professor takes more than one or two generations. Freedom of speech--wonderful as it sounds to one who has lived under a dictatorship for years--was pointed out to me by several people as a danger if abused by bad political elements.

"One thing seems amazing to me: Why do Americans, experts of advertisement, do such a bad job in advertising themselves in foreign countries? Neither your movies nor your magazines give the least impression of real American life. This you do not even find in the big cities where streets and busses are crowded with hurrying people in whose faces there often is so much tension. Where the real sources of American strength are, in my opinion, is best to be seen in the calm faces of country people, working hard for their living who choose their words carefully...., One thing I found difficult to accept was the method by which many children are educated. Far from preaching strict obedience as a necessity I got the impression that too great an indulgence in early childhood may create difficulties in later periods when the child has to adapt to a group, as for instance in school....

"The friendly way in which I (a former enemy alien) was received everywhere was a great encouragement and another demonstration of real democratic attitude.

". . . .The greatest benefit of my trip will come from the knowledge that in this country there are many people resembling our own, that some of them, I hope, will remain my friends forever, that responsibility that the single individual feels for the problems of the community very often is decisive. Seeing a country as big as this with so many different people in it makes you think of a 'United Europe' as a possible solution of the many problems the 'Old World' is struggling with."

The question of racial discrimination crops up again and again. "I soon found out that a strict segregation between white and 'colored people' exists in the South where heavy fighting raged during the Civil War in the sixties of the past century. . . The black people have their own restaurants, their movies, even their own 'rest rooms', as the comfort stations are called there. I kept in mind this fact which seemed so strange for a democracy, and on my further journey I asked repeatedly whether in reality

there was no segregation in the other parts of the country through which I traveled, and this was denied, although sometimes in a fine hotel a black and a white person would never be seated together...

"What little spare time I had, I used to look around in the living quarters of the poorer population. In one place where there is strict segregation between white and black, I saw Negro homes of a kind that in my country, in spite of all our housing shortage, could hardly be found. . . . . The rejection of Negroes is still so strong there that the entire white population would move out of the section of a city into which a single colored family had moved."

A young woman from Asia said: "As I have had the conception of America as completely democratized country, the problem of segregation and discrimination made me puzzled first. But it was far more interesting to see the effort that a great number of people are making for getting over these problems. Not only the social organizations, such as Young Women's Christian Association, Young Men's Christian Association, Association of University Women, different church clubs, but I saw many individuals who are working hard at this problem. Though the way to the goal may be long and hard, they are making efforts towards it constantly and strongly and this effort itself is precious. I cannot forget the impressive Y.W.C.A. committee meeting for Displaced Persons which I attended, with a carefully arranged program and kind, hearty treatment for the minority people made by ordinary housewives. This is the essential element of American grass-root democracy."

There are other things in the American scene not liked by our visitors. Many comment on the too great freedom of youth, especially of the free social relationships between boys and girls. Others felt critical of the home life. At times they compared the pattern of home life here with the pattern in their own countries as if the two patterns had evolved from the same historical and cultural backgrounds.

One European said: "Before mentioning the facts or aspects I did not understand or like I would like to say: A stay of 6 months even can't give but impressions. I admit that they might be wrong.

"In regard to general impressions about social and cultural pattern, I would have to mention in connection with my theme some reactions to the American family life. I am rather disturbed to see developments which, in my opinion, are rather dangerous. Believing that juvenile delinquency can, by and large, be defined as parental neglect, I would like to see a stronger family life. There are too many activities, 'recreations', outside the family, which pull every member of the family to another organization, by this disturbing the natural family unit. There should be less stress on community activities and out-of-the-home recreation and more importance should be given to strengthen the life inside the home. This would mean that a family life should be made attractive again and that more attention should be paid to the necessity to make the adjustment at home . . . ."

And an Oriental point of view was expressed thus: "Of course I don't admire every girl in the United States of America. When I heard

a group of 14-year old girls speaking proudly about their steady boy friends and exquisite romances, I wondered if it was a good thing to let boys and girls have emotional experiences so early in their teens."

One visitor said that her only idea in coming here to study for six months was to look at how democracy has influenced welfare programs and social welfare philosophy and techniques in the United States. She said: "It was most interesting for me to get at least an impression of the size of the United States. By traveling throughout this country from east to west by coach and bus I got a feeling of how the geography of this land was formed and still forms the Nation's life. That is true in all countries, but here it was something most impressive for me. The varieties of soil and climate, the big cities and the wide open spaces develop different opportunities and techniques in social welfare. Some places are well provided with all kinds of agencies and in the meantime there are counties which don't have a nurse, a doctor or dentist, not to talk about a social worker.

"Another observation was of great value for understanding American social welfare. People of so many different cultural, religious and racial backgrounds are living and forming this country together. Not all of them are already assimilated, new people are flooding in every day. There are immense tensions between 'immigrant-parents' and their children, who are supposed to be American children. Might this be one of the reasons why psychology and psychiatry have grown and are used so much in this country? Or is it the awareness of human needs besides the needs of the body, which this country is able to meet as long as it lives in this fortunate economical situation? It seems to me that there is no real difficulty of meeting the needs of the body like food and housing because of the resources this country has."

Many visitors have had the opportunity of attending national and State conferences. In them they have seen the democratic process in action. Observers were impressed with the size of these meetings, the earnestness and serious attitudes of the delegates, the professionally high standards of discussion, and the free exchange of opinions, usually without rancor. One of the conferences that made a deep impression on visitors from many countries was the Midcentury White House Conference on Children and Youth. It was held in Washington in December 1950 and was attended by 292 delegates from 41 nations. Some international visitors came to this country only to attend the Conference, others were already here on fellowships or study grants or were employed in embassies of various governments. Attending this Conference as regular members, they sat in on panel discussions, work groups, and general meetings with the other 5,000 participants.

At first they felt confused by the procedures and the complexity of the Conference organization, but each quickly fitted into the activities and became absorbed in the discussions of the theme--how to develop a healthy personality in children--no matter what their background or economic status.

One, a government officer of a newly created state, summed it up in one sentence: "The outstanding highlight of the Conference is the Conference

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itself, which demonstrated democracy in action." This feeling was a general one, as is indicated by some of the following comments, which more often stress the fact that a conference like the White House Conference could be held than they stress the content of the program.

A Latin American began his study program by attending this Conference. He says: "My first and most astonishing contact with welfare in the United States was at the White House Conference on Children and Youth. . . For me this Conference was a success and an unforgettable experience of democratic behavior and common interest in the welfare of society. It was really surprising to see the thousands of people with so different interests and professions, grouped together to discuss the problems affecting children and youth. I was even more surprised to see youths sitting down with the adults to discuss their problems, and the youths were given a real opportunity to express themselves, and their opinions and suggestions were received and taken into consideration. . . . Certainly there were a number of controversies, subjects that provoked some most passionate arguments....However, even in those discussions, in respect for individual viewpoints and in concern for the primacy of spiritual values for children they never forgot democratic practice and the dignity of human nature.

"Other highlights of the Conference were, in my opinion, the chance the foreign delegates had to attend and observe this 'democracy in action,' taking part in the discussions and making suggestions which were at times received and approved.

"The Conference served to represent the results of a nation-wide movement, and an interest which was demonstrated when President Truman, leaving his most pressing obligation, came to the Conference and addressed it.

"The Conference recognized the essential position of the family and the development of their healthy personality. The importance of this was stressed throughout the discussion."

One of the surprises to foreign observers was the free but disciplined discussions in the great plenary sessions. They were amazed that the Conference could overrule the chairman's decision on a debated point and that a one-vote majority (752-751) was unquestioningly accepted as final.

The place of youth was another surprise. A European reported: "The most unique experience of the Conference for all of us was undoubtedly the inclusion of 'youth' itself in all the deliberations. They were so enthusiastic, so earnest, and so truly contributing. Again and again they were observed to recall discussion to the matter under consideration when it had wandered rather far afield. They sought for explicit answers, yet were never aggressive. They argued the advantages of having adults work <u>with</u> youth rather than <u>for</u> them or <u>about</u> them, and proved their point by showing all of us by their example in the meetings how successfully it could be done. We admired the evening session which they conducted, and

admitted that we had learned much that was valuable from them, not the least of which was that we would press to include them in meetings which concerned them in our own countries in the future. . . ."

One section of the sessions of international observers reported through its recorder: "International observers were impressed with. . . the emphasis on spiritual values in the discussion, also exemplified by the opening of sessions with a religious invocation in which all faiths participated.

"The international observers were particularly impressed and encouraged with the spirit of increased religious and racial cooperation, and with the lack of articulate opposition when matters of racial discrimination were mentioned. . . ."

Many visitors came to this country definitely to learn about case work. Many of them saw that the individualized approach of social workers to the problems of clients rested on the firm base of a general acceptance in the United States of the rights of the individual and respect for his personality. Visitors other than case workers have noted this too. One of these commented: "I had the opportunity to attend classes in some elementary schools. The teacher had taken a certain number of her little girls and was reading with them from a primer in one corner of the class room. The others occupied themselves on their individual seats with their books. Sometimes they also left their seats in a quiet manner that did not disturb the others. An 'Excuse me,' voiced by the teacher towards a 7-year old made me prick my ears."

A highly trained social worker writes: "What are the reasons that case work methods long ago, as early as 1908, have grown solid roots in American social work, and why is it that the seeds sown in many European countries have a most difficult time in growing up and only can survive if being looked after with the tenderest care and the utmost skill? It cannot only be, because by nature we are cautious and only take to new things after they have proven themselves for a long time to be dependable. Perhaps one of the reasons can be found in the fact that one of the basic principles of casework is the profound respect for the personality of the client and that this attitude comes more easily to American people than to us, who are inclined to be more authoritative and to know what is best for the other persons. Americans. . . expect everyone to make his own decision and carry his own responsibility."

One visitor connected with a County Board of Health, which includes family casework, child welfare services, care and treatment of the physically handicapped, physical examinations of school children, and follow-up home visits, wrote: "In casework I found the idea of American social work perfectly expressed. People are always <u>subject</u>, never <u>object</u>. You are giving assistance (and in every kind) without taking away their responsibility for themselves. (Just the contrary happens under an authoritative system)."

This dependence of casework principles and practice on a general acceptance of the worth of the individual is recognized in many reports. The following excerpts are from one made by a visitor who is chief of a well-organized district child welfare office, supported by both public and private funds: "Summarizing the value of my studies for my own country, I should like to emphasize once more the necessity of our country--and perhaps of most of the European countries--to learn about the American way of approaching an individual. It is the attitude of the American social worker with all his respect for the self determination of his client and with his knowledge about human behavior, which found its practical performance in what we call today American casework.

"If we are able to accept this attitude and to improve our ways in approaching an individual with a better psychological understanding, we will have the great advantage of using this new knowledge in connection with a good social security system and social security laws, accepted already by the great majority of our people. . .

"I shall list those casework principles, the acceptance of which are still the main value of my studies. All the technical facts are only worth something when they are based on those principles and applied with the real attitude of an American caseworker. It is this attitude which makes the caseworker respect the personality of his client, which makes him accept the client without judgment and it is the knowledge of the caseworker about human behavior and his awareness and control of his own reactions which makes him use the client's self determination as much as possible. It is a basic knowledge, too, that the caseworker, if he really wants to be successful in treating and helping a client, always must try to find out and work on the client's real problem, which is very often hidden through exterior facts. That the caseworker can only be successful in his work with a client if he has a certain relationship with the client seems to me today evident. Of course, this relationship with the client should be as positive as possible if the treatment is to be positively successful. The relationship must also be mutual and the already mentioned identification on part of the caseworker with the client is also an important part of this relationship. It is one point which I should like to emphasize once more: The knowledge of the American caseworker, that any change is slow and that change always goes parallel to the learning experience. The caseworker is aware of the 'time factor'."

In reference to the suggestions she received from observations of social work practice here, another European concluded: "The respect of the personality is something we have to write in big letters especially in a time where there is great temptation to classify all clients in groups in order to be able to meet their needs after a lost war. Casework philosophy and techniques I tried to pick up a little in this short time. The emphasis in our supervision seems to me to be on the administrative point. When I get new students for field work training I'll put more emphasis on their own growing and understanding."

A Leader from an Asiatic country was interested in community organization. We summed up his impressions briefly: "After my tour of the

United States I have painfully come to the conclusion that mere economic development will not solve human problems. It is therefore necessary for social workers and thinkers to adequately stress social philosophy in social work education. I have also argued about the need for changing the emphasis of social work from the curative to the preventive. I have been led to believe that the standard of living of a people cannot be judged by material prosperity. It may be evaluated by the attitude of the people manifest through their relationship with men and matter blended in a wholesome philosophy of life.

"The grass-root approach to social problems, including the participation of clients in programs of social adjustment, is remarkable and has democratic worth.

"I was also impressed by the keenness of public concern in social problems and the role of conference in shaping public social policies through the participation of the people concerned.

"Among my general impressions about American life are the following: A basic respect for individual personality and belief in the dignity of labor; the ambition and initiative to better one's prospects; ample opportunities for pursuing higher education even while one is working. This affords fullest scope for the development and unfolding of human personality.

"American society is an extremely mobile society and the fluidity creates an unsettled factor in social life which may be one of the causes for tension in the human mind.

"In the end, it may generally be stated that the United States has many projects that a welfare state has to offer. There is also a definite trend towards it strengthening as a democratic state with social welfare as its main concern."

One of the European youth leaders declared: "But there are some things I did not like in the United States of America. Maybe I am wrong, but I found many of the newspapers don't give an objective picture. They make too much noise about a new war and bring people in trouble. I think that is not fair.

"There is another point I would like to mention -- the western movies and the comics. There is no good purpose in it. This problem is growing in our country, too.

"Let us exchange ideas and become friends. I have to say thanks to all people I kept busy. Maybe sometimes I can help the Americans in my country."

There are many specialized fields of American social work that are commonly discussed by those who studied in those fields. However, some picked up information about these specialities without having given concentrated time to them. This was particularly true of staff development and

in-service training. All through their comments runs the same thread of recognition of the importance of the individual staff worker's needs. The variety of the methods used in staff development programs have been of special interest to several observers. Comments are frequently made on both the educational leave policies in effect in many public agencies with Federal and State aid for the individual workers and on the in-service training programs through organized systems of training for workers on the job.

Some of their thoughtful statements follow: "The in-service training plan is one of the most interesting and stimulating features of American social work. The situation, that a very large proportion of the social work jobs is filled by untrained or only partly trained people, is probably fairly general all over the world. But I think that in no country in the world other than in the United States has such a big effort been made to give these untrained workers at least some kind of training. It is a symptom of the matureness of the profession of social work in this country that so many agencies are earnestly convinced of the necessity of professional training and are prepared to make real sacrifices to improve the situation as much as possible. This is being done either by staff development schemes or by granting of educational leave and fellowships.

"Still more amazing for European eyes is the policy of many agencies to give their workers educational leave, during which the normal salary continues. Through this policy promising young workers get the chance to get or to continue a professional education at a school of social work. Mostly the leave is greatest under the condition that the worker continue to work for a certain period after his return, but this 'hindering string' although much complained about in the United States, seems to me to be bearable so long as the period of obligatory return is in general only one year for one year leave, rarely two years. This seems to me a far-sighted policy, strengthening the agency, the worker and the school and, therefore, eventually the whole profession. This policy is the more important because it opens the profession of social work to a larger extent to people of the lower income classes who, in my opinion, should make their contribution in this field."

Another wrote: "There was a lack of trained social workers in the States through which I travelled, since there is an increasing demand of social workers in many fields of social work so that the training institutions, despite raising their capacity, cannot keep up with the need. The so-called untrained social workers, however, did not at all represent unqualified workers, and their work is frequently of a model character, as compared with German conditions. For example, I have read in some places records of 'untrained' social workers which were excellent.

"How can it be that 'untrained' persons are showing such efficiency? The American concept 'untrained' is not to be translated with 'uneducated' in this case. Generally, it is the matter of people who have started, but not completed their university studies, therefore being called 'untrained', i.e., not fully qualified. . . . The college student of social sciences gets a view of psychology and sociology (social economics, knowledge of

legislation and civic sciences), preparing him for the career as a social worker even if he does not complete the last part of the studies after the college. Therefore, the intelligent college student's interest in social work does not start his social worker's job nor is he completely unprepared.

"The employing authorities, however, know that they must not be contented with such kind of a training, no matter in which place the new social worker is going to work. Since part of the better organized States do not merely consider the public assistance department as an agency paying relief, but also doing some casework, the social worker in that department has also to be acquainted with casework. Moreover, all agencies engaged in child welfare are making even stronger efforts to secure good qualifications of the new social worker, his task being recognized as of a stronger psychological and pedagogical nature than that carried out by public assistance in a somewhat simpler and more routine way.

"Therefore, the 'untrained' child welfare worker has to submit to an intensive in-service training in that his post-graduate training is in the hands of supervisors. The supervisor is assigned to carry through the post-graduate training of the new social worker--whether trained or untrained.

"The supervisor takes personal care of each new social worker, discussing his welfare cases with him as frequently as possible, and inquiring about his personal and professional problems regarding his work. In this way, the feeling of being lost and being inefficient will be eliminated, and attempts are made to remove the difficulties through friendly conversations with the agencies concerned, if these difficulties are not a result of the new social worker's personality. This work on a personal basis is being integrated through general discussions, small courses, reference of literature and of good records for study purposes. The most important part, however, is always the personal contact between supervisor and social worker, and discussions with superior persons regarding the efficiency and adjustment of the new social worker, his positive and negative qualifications, and the necessary guidance and supplementations. It is considered as self-evident that a new social worker will only get a small number of cases to work on, which number will be raised as his knowledge grows.

"Generally, the result of these efforts is an excellent one. Unsuitable workers are eliminated earlier than would be possible without the supervisor. Suitable workers are promoted in such a way as to free a considerable percentage of their capacity. There is one drawback in this in-service training, namely, that the new social worker may become in some way a repetition of the training supervisor, or that he will identify too strongly and without any criticism with the supervisor. . . .

"The in-service training has been very successful and is in use not only with new, untrained social workers, but also with trained ones who would not get very well over the change from university to the sometimes rather difficult practice (for example, in a rural and lonely district with political fights going on), without the help of the supervisor."

The managing director of a municipal department of social welfare abroad, primarily interested in rehabilitation and casework, was also interested in staff development opportunities observed here. She said about them: "As to the education of nongraduate workers we could profit from the example of in-service training I have met in several places in the United States of America. I find it could be of considerable value if we could organize general training-courses in continuation of the existing courses but more broadly than now proposed. Access to such courses should be given workers that for some time have been employed in the local social agencies and found fit for the social work, and there should be given them free tuition and leave with pay in the same way as I have experienced in this country. The education in such courses must include the basic principles of social work in general and of the social welfare programs, an orientation in psychology, medical and psychiatric relations to social work, the social casework methods as well as in laws and regulations of the social security field.

"Further, I find that we could derive advantage from the American method of staff-meetings and supervision of social caseworkers, a method that gives an opportunity of further education and of collecting experiences for the supervisors and managing staff from the 'grass-root' workers and prevent the not unusual 'boss and subordinate' attitude that may hamper the feeling of responsibility and weaken the workers' interest.

"Perhaps it could be of value to consider a kind of testing for social work of the persons who wish to enter this work before starting the training in the social school and for others before or a certain time after the beginning of the practical work."

The excerpts that have been quoted include only a few of the fields in which international visitors observed. They by no means touch all the aspects of social work and of American customs that they found interesting. These quotations, it is hoped, may convey at least something of the vividness and variety of the impressions our visitors have received. Longer discussions of some of their observations will be found in Part II of this document.

PART II

SELECTED FINAL REPORTS OF OBSERVERS

One of the United Nations Fellows commented: "In any country social welfare service is the expression of public opinion, growing out of the feeling and thinking of the citizens and their concept of social responsibility." Each country has developed a pattern of social work quite different in some respects from that of other countries. However, there is a common approach in the development of social welfare programs although the organizational patterns may vary widely.

In selecting the final reports of visitors to be included in this document, the various fields in which they observed were reviewed. From them, reports were chosen in the following fields of interest: Child Welfare, Community Organization, Family Welfare, Maternal and Child Health, Services for Emotionally Disturbed Children in Institutions, Services for Juvenile Delinquents, Social Insurance, Social Research, Social Welfare Administration, Social Work Education, and Staff Development.

All the experiences of international observers were planned in careful sequence to fit the mosaic of social welfare of the country from which the observer came and to meet in so far as possible his individual needs. In reading the following reports, these goals in program planning must be borne in mind. If the visitor received help directly or indirectly from what he saw here, even in fields not closely related to organized social work as we know it in the United States, we believe that the experience for him and for us has been worth while.

CHILD WELFARE

The German child welfare worker making this report is a social worker in the Youth Office of a public welfare department corresponding to one of our county departments in this country. Her duties include service to children in their own homes, foster home care, adoption, care of children born out of wedlock, probation service in the juvenile court, protective work, as it is called in this country, care of children of divorced parents, and aid to German refugees from other parts of Germany.

Her enthusiastic interest in all aspects of American social work finally focussed on an attempt to get a good understanding of case work and on a desire to study further along these lines in order to help in adapting case work principles to German child welfare procedure. It is indicative of the value of this Cultural Exchange Program that in 6 months time this young worker was able to grasp so well the underlying philosophy of case work.

* * * * * * * * *

As I am a child welfare worker I wanted to learn during my stay in the United States of America as much as possible about social work with children and families. When I came over I did not know very much about American social work at all. During the first weeks the variety of public and private agencies and institutions confused me. I tried to see and to learn about all of them without much organizing and selecting. Soon I realized that I had to concentrate and to choose more carefully because I could not take it all in. Gradually I learned to pick out the agencies and facilities I thought would be of most value for my study over here.

I visited and observed social agencies in five different States - Virginia, Oklahoma, Iowa, Colorado, and California. In Oklahoma, Iowa, and Colorado I had closest contact with the public child welfare division. In Virginia, a Community Council of Social Agencies arranged the program for a group of German social workers. A private agency was responsible for my visits. In all the States I tried to learn the organization, the program and the methods of the public child welfare divisions. It was very interesting to find out how differently public agencies can function in the various States and how differently they emphasize subjects within the broad framework of child welfare services.

When I review my experiences with public child welfare, I realize that they include observation of placements in foster and

adoptive homes, social studies about the child and the foster or adoptive families, work with children in their own homes with all kinds of problems, work with unmarried mothers, and the program for crippled children.

It seems to me most important for my own work to understand the care with which the agencies selected foster and adoptive homes, especially from the emotional point of view and the help given the substitute parents to be prepared and to be ready to take a child - the right child for this home. I was also impressed by the close contact between the agencies and the foster parents as well as the agencies and the foster child. The method of speaking with the children about their new homes, to prepare them for the change, and to help them to adjust is very good in my opinion. To avoid as often as possible placing a child in an institution or full-time nursery has always been my own endeavor and here I was confirmed in this attitude. I did not agree with some American child welfare workers who preferred a good substitute home to a bad own home, saying they want to take into consideration in the first place the right of the child. I know from my own experiences that children who are living under very poor and bad conditions in their own homes, loved by their own parents, are happier than with foster parents - nothing is like the love of the own parents. Of course, one cannot prevent placing a seriously neglected or abused child. I was glad to find that the majority of social workers agreed with me.

The attitude of the social workers towards unmarried mothers and their problems is another point in which I am very interested. I think it is a very good idea to try to help the unmarried mother not only financially but also emotionally in diagnosing and realizing her real problems and to find the best way to help the mother and child. I agree that it is wrong to punish the mother in forcing her to keep the baby. But I got very often the impression that many agencies and maternity homes encourage the unmarried mothers to relinquish the children so that the babies can be adopted. The social workers do not admit that they encourage the mothers, and they emphasized that they only want the best for the mother and the child. But I see encouragement in telling the girl how many good and loving families are willing to take her child and that the most of these families are rather wealthy and can give the child everything, even the best education. The question is whether the adoptive child is as happy with his adoptive parents as with his own mother and relatives, especially if he is grown up, and how much harm does the relinquishment do to the mother? I am not sure about the answer. I only know that most unmarried mothers in my country insist on keeping their children even after being told all about the advantages of adoption. They mostly have a hard life because there are only small public funds to help them. One reason for keeping the baby may be that most of our unmarried mothers are older than in this country, they are very seldom under 18 years old.

I am very glad that I had the opportunity to accompany several child welfare workers in visiting children in foster and adoptive homes,

as well as in their own homes. I think it is very important to see the practice of child placement. I felt there was great value in going into the families and to observe how the American social worker approaches the child and the parents, handles a home call and speaks with the parents about their children's problems. Reading and talking cannot take the place of this experience.

What I missed in all programs of public child welfare is the taking into consideration the welfare of children whose parents are divorced or are in the process of divorce. In each case of divorce in which minor children are involved, we cooperate with the Courts in Germany and give a social study about the parents and recommendations to the Court regarding the custody of the child and the right of visiting the other parent. I have felt that this part of my work is very important, and requires much responsibility of the worker.

I work closely with the Juvenile and Guardianship Court in Germany, consequently, I went to several juvenile courts in the States but soon I felt that either I would have to concentrate on the study of the Courts or it would not be of great value for my study and my work. So I tried only to get a more general survey. I was surprised over the lack of close relations between most of the social workers and the probation officers in general and to learn that many probation officers do not consider themselves social workers at all. In my opinion it is very important to have probation officers who are trained in social work and who are able to do case work. I think the greatest effort in juvenile delinquency work is in vain if the probation officers fail.

I was very much interested in learning as much as possible about child guidance clinics and the role of the psychiatric social worker there. I was impressed by the really good teamwork in several clinics. I am convinced of the necessity to have child guidance clinics for the treatment of severely disturbed children and their parents. I hope that we will have more child guidance clinics in Germany because there is a big demand for it, but I know that it is mainly a question of money and training.

I am very glad for my contacts with several private family and children's agencies - sectarian and nonsectarian. I was interested in learning about the changing role of the private agencies regarding the relations between public and private agencies. I mean especially the experimental role of the private organization in finding the needs of the community and in demonstrating them so that the community and the State sees the necessity of meeting the needs. To meet as many needs as possible it is necessary to have a good organized community council of social agencies. I see great value in having such a council and community chest in order to improve cooperation between all agencies and to prevent too much overlapping.

From the private agencies I learned chiefly about case work in America. I was impressed by the high standard of qualified social workers of several private agencies and their work and discussions convinced me of the great value of following the method of case work.

I mention here some of the aspects of my program that will be of the most value to me.

When I came over I knew that basic concepts and methods of social work I should learn about would be of greater value for me and my work than the variety of facilities, institutions and equipment I should see. The latter may give some stimulation but my country is financially too handicapped for undertaking any programs which require material means. But since I have been observing several family and children's agencies I am much more fascinated by the American philosophy and method of case work. It took some time before I discovered the real basic concepts of it and before I was ready to take it. But then it has got me. After my first superficial contact with case work I thought that it was not very different from our way of social work and I did not understand why it should be so much better than in Germany. Gradually my understanding grew and then I learned the essential differences. American case work is developed and still developing within the principles of democracy and freedom. It is to help the client to make his own decisions and to overcome his emotional problems as well as his material problems. The relationship between the worker and the client puts both on the same level. No decision is made only by the worker and more or less imposed on the client. Each interview, each record, and each home study has a confidential aspect. All these are expressions of a democratic attitude. To help without prejudice, without condemnation, without punishment, without authority and with the only requirement that the client must want the help, is the real social work attitude.

Since I have accepted the principles of American case work - emotionally and intellectually - I can see the German social work in a more objective light. I know we have to develop our own method of case work because we have our own historical, cultural, economical and social development, and our own problems. Consequently we have to find our own pattern. But we have the opportunity and advantage of learning from American experiences so that it is not necessary to start at the beginning with all its mistakes and errors. To get a good understanding and introduction I attended some case work classes, first in one school of social work, and later, in another. This helped me most to recognize the generic social work principles in America and I learned just enough so that I would like to get more training in case work in order to be able to teach it at a German school of social work. In my opinion the only way to bring the basic concepts of case work to Germany is through the schools. I am sure it will then be adapted to the German way.

But before I can realize this plan I will use my knowledge in my own small field and try always to remember the basic concepts. What I said in the beginning about placement of children will also be of great value for my work because I can follow those principles without changing the agency policies. The only danger is that I don't know enough about it and I have to be careful in using half knowledge. In addition, I will try to get other social workers interested in case work. I shall have the opportunity to speak to a great number of social workers in the German Association for Social Workers.

I was impressed by the American educational facilities at the universities as well as by the method of inservice training in the agencies.

At first I did not see the great value of supervision but I learned the advantages. I noticed that all social workers, even those who don't have much training and regardless of which States they are working in, had the same ideas about approaching a person, of helping the client, of relationship with other people - briefly, the philosophy of case work, including the technique of interviewing. I realized that this is only possible with a system of supervision and consultation and with good, trained people in those positions. Another reason is that the American schools of social work keep such close contact with the field work agencies.

A great help for all American social workers is that they can use a great variety of books, pamphlets and journals as well as mimeographed material about all kinds of social work. I did not have enough time to read a great deal but I found excellent articles in "Social Casework," the "Social Service Review" and the "Journal of Psychiatric Social Work." I hope I can afford to buy some books.

I got out of my program what I wanted, due to the very well planned and organized help I got through my sponsoring agencies. If I should make any suggestions I would like to say the following: It would be very helpful if an advisor who knows both American social work and German social work could help each visitor to get a clear picture about facilities in America and advise him which field of social work would be of greatest value to his work in Germany. Most of German social workers are working for public health departments as well as for public assistance and public child welfare and it is very hard to find out during the first days in this country which case work should be emphasized. If possible I would think this advisor should stay in Germany and give advice on preparation through reading, improving the language, etc. But if that were not possible such an advisor could help the visitor during the first days in Washington very very much. I think it would be very good to have a small book - if possible written in German - which shows the essential differences between American and German social work and which describes the basic concepts of case work.

I am sure that these suggestions would be of greatest value for all visitors but especially for those who come over only for three months. I know from my own experiences that I would have gone home with the wrong idea about case work, for example, after three months and I am afraid that happens to other visitors, too. Therefore, the instructions in Germany should be much more comprehensive.

Now, a few words about my personal experiences. Right from the beginning I felt at home in this country due to the generous hospitality and friendliness of all people I have met all over the country. I came over with an open heart ready to take all impressions and experiences and I have not been disappointed. I don't want to criticize anything. I know that all countries over the world have good and bad sides and everything that happens has to be understood out of the historical and cultural as well as social development of the country.

I am very grateful that I had the opportunity to come to the United States to meet the American people and to see the country. I am sure this kind of exchanging people is the only way for better understanding and more friendliness in the world. I am convinced that American people and German people are alike enough to understand each other and to cooperate.

I was impressed how warm and understanding all American people were whom I met and how interested to hear about Germany. I was invited by many American families to come to their homes and I liked the mostly informal way in making invitations and participating in small parties. I really had the opportunity to see family life and to learn much about the American philosophy of life and also about the education of the children and the relationship between the children and their parents. I am especially happy that I was invited to stay several weeks with several American families in Oklahoma and Iowa.

All social workers I met were very anxious to show me all facilities on the professional basis and to bring to my attention also other social or cultural activities. Each week end I made a trip with someone in a car to see very beautiful spots of the country. It is amazing for all Germans to learn that 100 miles are a short distance in America. I am sure that I had one of the most wonderful routes, seeing all parts of the country.

I would like to mention how interesting it was for me to learn how much the community means to most Americans, how the layman serves his community through boards and committees and how much they are interested in the welfare of their community.

I would like to thank very very much all people who were involved in planning my program and in making this study possible. I will always remember my happy and rich time in the United States.

COMMUNITY ORGANIZATION AND RURAL SERVICES

One of the stimulating developments in rural social welfare in recent years has been in Egypt. There the government is in process of providing the villages with various services of health and welfare, and is also carrying on an educational program through which the people are learning to raise their own standards of living to improve their way of life generally. This Egyptian experiment is being watched with interest by governments and agencies for health and welfare in many countries.

Here is the report of an Egyptian United Nations Fellow, a government official connected with the rural welfare centers in Egypt. As a result of the present flexible policy now being utilized by the Social Security Administration in planning for international visitors, this Fellow had the opportunity of going from the mainland of the United States to Puerto Rico and also to Jamaica.

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(1) The Value of the Fellowship Program from the International Point of View

Through the period of my fellowship I have had the opportunity to visit three different areas, namely; a number of states of the United States, Puerto Rico, and Jamaica.

The value of these visits is not a debatable matter from the international point of view. It was an opportunity to exchange knowledge and experience between the people I met and myself. The program covered a large area; i.e., visits to agencies and organizations, governmental and nongovernmental, attending meetings, making speeches about my own home experience, and learning by discussion and observation about the social conditions of other people and their local programs to meet their needs.

Bearing in mind that such a fellowship should be a two-way channel in learning and teaching, I tried my best to carry out a message from Egypt to the people I met, and I am carrying back with me the experience and knowledge I gained to my fellows.

This trip enlarged my knowledge about these areas, how the people live, how they think, what are their problems and needs, and how they are meeting them; a picture that I cannot draw from books or articles and reports. It is the basis of real understanding and more solid learning.

Moreover, I met and spoke to other Fellows from other countries and became acquainted enough to start a warm friendship.

In my opinion these Fellowships are not only to enlarge the technical side of our knowledge but also to serve the purpose of the United Nations as a whole--"more understanding to maintain peace and friendship in the world."

(2) The Assistance to my Government in Developing its Welfare Services

Being a government official responsible for a part of the Egyptian rural welfare centers program, I tried my best to relate my observations in the different areas to our work, taking into consideration the differences in the cultural background, the economic status, the needs, and the available physical facilities. I realized that some parts of the programs existing in the areas I visited are lacking in our program in Egypt and I believe that we can apply them with certain modifications to serve our purpose in developing the villages and helping the people to help themselves. Services to organize the children and youth in rural areas to help them to become more productive citizens, more educated and more healthy, physically and mentally; or services to lead the housewives to live with their families in a more healthy environment and participate more in improving the countryside, are all needed and can be introduced within the framework of our cultural pattern, economic and social limitations.

It will be my job to introduce projects to my department in Egypt by which I hope to adapt some of these services and prepare them for experimentation. It is for the benefit of my country that certain new ideas be applied in the field to raise the standard of living of the people, which has been the social goal of the government in the present time.

Moreover, having other Fellowships in different areas related to the same field, and adding their experiences to mine, will provide our department with a team of officials who can work together, plan together, and experiment with their ideas with a large quantity of integration, cooperation, and coordination which sometimes is lacking in our social policy and planning in Egypt.

(3) General Comments Regarding My Own Fellowship

It was a great opportunity for me to come to the United States on this United Nations Fellowship. It gave me the chance of meeting some of the most efficient and helpful officers of the United Nations, especially those of the Training Division by whom arrangements were made for me to carry out my program and to whom I am heavily indebted.

I felt that most of the people I met had contributed their time, effort, and knowledge to the success of my observation program; but I should mention that I had not sufficient knowledge about the areas and agencies I visited in advance of my visit, which limited to some extent my choices in the arrangement of my program.

It would have been easier for me to make better choices of places and agencies if I had had beforehand an orientation course of even one or

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two weeks in which to learn about the countries I was to visit, their people and way of living, their institutions, and the services available.

Mention should be made of the difficulty facing some of the supervisors in the same fields who find it hard to give time and attention to the trainees because they are so tied down by their daily work. In some places my program was arranged spontaneously and on the spot, rather than planned ahead.

I must admit that it is not an easy task to handle so many foreigners of different backgrounds and interests, and that in the process some difficulties are inevitable.

(4) Statements of the Specific Aspects of My Observation that I Think May Be Useful To My Country

In the program I followed there are several aspects that were of special interest to me, but three of them were considered the most important with regard to my experience and future work in Egypt. I will try in the following lines to show how they might be useful to Egypt.

1. The 4-H Clubs Movement -- It is known that the rural welfare centers in Egypt aim to help the peasant help himself in developing his health, education, and economic standards and the standard of living as a whole. To achieve these goals we had plans for better health and sanitary conditions, a new policy for education of adults and children, and other projects to improve agriculture production and to help raise the income of the people.

After studying the 4-H Clubs Movement in the United States and Puerto Rico I felt the need for organizing our children and youth in groups in the same way the Americans did, in order to train them toward the goals of the rural social and welfare centers and to adapt such a movement to the needs and available facilities in Egypt. The democratic process developed in this movement is badly needed in Egypt, and it will be more practical to start it at the roots and lay the groundwork for a new generation--the children of today, the men of the future.

The way the 4-H Club member develops his personality and his knowledge; his cooperation with fellow neighbors and his making use of the technical advice of the government agencies, is also one of the aspects that impressed me and made me hope to see it started in our villages and between our children and youth. It should be borne in mind that I am not thinking in terms of copying the picture I saw here, as I am quite aware that only the principles and the process of developing the projects are the things that count, especially when the differences between the communities are so great.

2. The Home Demonstration Program:

In our centers we have also neglected to some extent the development of the housewives and their part in the welfare of the village. This

is not as adequate as other phases of the program. It is true that the nurses (health visitors) take part in enlightening the housewives and in teaching them different aspects of health, nutrition, sanitary conditions, cleanliness, and even some needlework, besides her main job of child and mother care. In some cases, work done by the nurse in any phase of home economics depends on the personal initiative and personal skills. None of the nurses are specially trained for such a job, although most of them showed personal interest and have become very productive.

To assure the values of the home demonstration program it would be advisable for our department to pay certain attention to such an aspect which will help raise the standard of living of the whole family and which to a great extent coincides with the over-all philosophy of the rural welfare centers, which is in the main to tackle all the problems of the peasant and the village at the same time rather than concentrating on individual aspects.

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I--Puerto Rico

When the United Nations made the suggestion to the Egyptian Government to send me to the Caribbean area, I hesitated at the beginning to accept this trip. I had in mind that it would be more profitable to me to visit more advanced areas, where I could see more advanced programs. After thinking it over, I began to realize that it might be more profitable to see less advanced areas where the people, as we do, struggle for the development and progress of their countries. Then I accepted the program through which I had the opportunity to visit Puerto Rico. In that small island I saw how a small nation, not exceeding $2\frac{1}{2}$ million of population, can work towards the progress of their island, an island which has been, economically and socially, changed in a period of about 10 years (during the last decade). Schools and hospitals were built, highways and roads, better communication facilities were constructed, dams were erected, and hydro-electric power was produced; houses for middle-class and low-income people were constructed. Extension Service, social programs and community development schemes were launched, and different modern industries, to supplement the agricultural economy, were introduced. Generally speaking, they have caught all available means for the progress of the island which God has blessed with the most beautiful landscape I have ever seen.

There are some similarities between the conditions in Puerto Rico and my home country--Egypt. (1) In both, agriculture is the main resource of income to the inhabitants; (2) the majority of the population live in the rural areas (in Puerto Rico about 2/3 and in Egypt about 3/4); (3) the population growth in both is high and rapid; (4) the cultivated area is limited; and (5) both countries are overpopulated, with a density of 650 per square mile in Puerto Rico and 1500 in Egypt. If we take into consideration the difference in the fertility of the soil and the irrigation facilities available in Egypt as against those of Puerto Rico, the problems resulting from overpopulation might be as serious in one as in the other.

During my stay in Puerto Rico I have seen three main agencies which lie in my field of interest, namely: (1) The Extension Service, (2) the Social Program Administration, and (3) the Community Education Division. All of these agencies serve the rural people.

(1) The Extension Service in Puerto Rico-- The University of Puerto Rico, cooperating with the United States Department of Agriculture, organized the Extension Service Division on the same basis as the United States. Its goal is to help people to help themselves. They have two experimental stations in the island; one is sponsored by the University of Puerto Rico and the second by the United States Department of Agriculture. Results achieved by these two stations are made available to the extension specialists to use in educating the rural people.

Programs were planned to make it possible for me to meet each specialist in his office; they were glad to explain and discuss their work with me. Such an administration, where there is a specialist for every community, is carried by our Ministry of Agriculture in Egypt. In our Fellah Department we have fewer specialists and therefore we combine several related areas under one head--one for field crops, another for horticulture, a third for animal breeding and poultry raising, etc. For the time being, I think this type of organization is quite satisfactory, as long as we are able to use the experience of the specialists of the Ministry of Agriculture.

The Divisions which drew my attention were three, namely; (1) The Educational Aid and Information Division; (2) The 4-H Club Division; and (3) The Home Demonstration Division.

The Educational Aid and Information Division is very well equipped and highly organized. They spread their educational programs through pamphlets, newspapers, and magazines. They prepare a daily 15-minute radio program for the rural people which is broadcast from 24 stations. In the programs they avoid the lecture method and use the panel and discussion method with specialists in different subjects. They are equipped with their own recording machines and generally the Division has all facilities to carry out its program without any obstacle or delay. The rural electrification helps this program to be effective, because many farmers have radios in their homes.

Such a section would be of great help to us in our educational program in Egypt, although we cannot make too much use of the broadcasting program because we do not have electricity in the rural areas and we have only one broadcasting station to serve the urban and rural areas.

After spending a week meeting the people in the offices of the department, I had the opportunity to visit several parts of the countryside with the specialists. I attended one 4-H Club meeting and an "Achievement Day" of the 4-H Club members of a district. The fruits, vegetables, seeds, and handicrafts material which were displayed showed the results of the work of the members. I was impressed more by the speeches which the young boys and girls made during the meeting. Although I could not understand

Spanish, I could see how freely they expressed themselves and showed their self-confidence. The attendance of the Senate member of the district and the Mayor gave the meeting a certain importance. Many volunteer leaders in the movement attended the meeting. I understood that the Extension Service does not have difficulty in finding these leaders and that there are about 10,000 in the Island helping the Extension Service in its tasks.

I made visits with the Home Demonstration specialist to certain homes where the girls of the 4-H Clubs made improvements or some needle-work for their own use. I noticed that they were taught to make use of used boxes and barrels in furnishing the homes. I must say that the visits arranged were not scheduled ahead, and I found that the houses of the 4-H Club members were very clean, even if they were simple, and I was impressed by what I saw.

The Social Programs Administration -- This administration started as a unit of the Land Authority in 1948, reorganized in 1949, and separated from the Land Authority and now works as an administration of the Department of Agriculture and Commerce. The work of the Administration is to carry out the "Community Action." This plan aims to improve the living conditions of the farm-laborers' families. The Government of Puerto Rico helps the laborers by reorganizing the new 'rural communities.' For this purpose the Government puts down a piece of land near the big sugar-cane farms and divides it into small plots of about a quarter-acre. Each family can have the use of one plot, on a part of which they build their houses, using the rest as a kitchen garden. Lots for church, school, milk station, community center, cooperative society, and playground are set aside in the community. The community consists of different numbers of families, ranging from 200 to 400. A community council will be elected after an orientation meeting participated in by all the families, men and women.

All the problems of the community have to be solved by community action. The community builds the church, the school, the community center, the milk station, constructs the roads, digs the wells for drinking water, and builds their own houses. The Government helps them by supplying the equipment, and they do the work in groups. Everyone has to work one day in the week, and all of them work on Sundays. Through this cooperative effort many things have been accomplished in the communities in a short period. The people work willingly and have a sense of cooperation. Up to the time of my visit, 181 rural communities had been established, in which more than 25,000 families have been re-settled.

The Community Education Division -- This Division is a unit of the Department of Education, established in 1949. Its main goal is to teach the communities in the rural-urban areas in social aspects through moving pictures, radio, books, pamphlets, lectures, and group discussion. The object as stated in the law is "to provide the good hand of our popular culture with the tool of a basic education. In practice this will mean giving to the communities and to the Puerto Rican community in general the wish, the tendency, and the way of making use of their own aptitude

for the solution of many of their problems ..... through the action of the community itself."

This program supplements the Community Action Plan of the Social Programs Administration. The Division has made a good start in this task, and has produced four programs in two years. Each program consists of one or two films, booklets, pamphlets, and posters. I had the opportunity of seeing the showing of one of the films about group cooperation for achievement of their goal. More than 300 people came to the show in spite of rain, and it seemed to me that the show had a good effect on the people.

The job of this Division is done in Egypt through the Film Division of the Ministry of Education and the Division of Propaganda and Guidance of the Ministry of Social Affairs.

My trip to Puerto Rico was a fruitful one, and I think that I gained much from it. The only difficulty was that I did not know Spanish, and it was not possible to speak to the rural people. I was very much impressed by the vitality and aptitude of the officials who serve in the rural welfare, and the enthusiasm with which they accomplish their duties. All of them know the social problems of their island and work hard for the overall welfare of Puerto Rico. From these attitudes one can learn much. An outside observer said: "To visit Puerto Rico is to receive vision, ideas, and courage."

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II--Jamaica

The Jamaica Agricultural Society carries out the extension service, sponsors the 4-H Club movement, and provides the farmers with seeds, fertilizers and some equipment. It has organized branches throughout the island which are affiliated to it. The members of these branches are mostly small landowners. Middle-sized and big farmers are direct members of the Society. From the 66,000 farmers of the island, the Society serves about 13,500 as members (branch and direct members) or circa 20 percent of the farmers. Besides the branches, the Society has helped the farmers in organizing commodity associations. There is an association for nearly every crop in the island.

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The aim of The Jamaica Welfare Commission is to improve the social, economic and cultural conditions of the peasants and small farmers of the Island. Since its creation and with the limited resources which it has and the small number of field staff, the Commission has succeeded in organizing the communities in 260 villages.

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III--Observations in the United States

The last period of my fellowship was spent in the United States, where I spent several days at the Department of Agriculture. I then proceeded to the State of Louisiana, where I stayed four weeks with the Extension Department of Louisiana State University. My observations during these four weeks were in the same field as that which I observed in Puerto Rico, but in a more advanced stage. I was impressed by the full cooperation between the University with its research and experimental stations, the United States Department of Agriculture, and local governmental bodies in the State in carrying out the extension program. This cooperation gives the program more effect and makes it fruitful. We need more cooperation in our program in Egypt between the Ministry of Agriculture and other agencies which practice extension service such as the Fellah Department in which I work. The universities in Egypt do not take any part in the extension service at present, and I hope they will soon be engaging in research and experimentation in cooperation with other agencies for the welfare of the rural people.

I had the opportunity of attending some farmers' meetings in different parishes in Louisiana. The meetings were held in the schools of the community, and I had the chance to see these schools. The schools do not only educate the pupils academically; they also provide vocational education. There are two units in the school, the Agricultural Unit and the Home-Economics Unit. The Agricultural Unit consists of a food preservation center, farm shop and hatching center. Boys and girls are taught practically in these units. The farmers and homemakers can use the Units for repairing their equipment and preserving food without charge. In the Home-Economics Units, the girls learn cooking, sewing, food preservation, home management, consumer education and food selection.

In the evening the school is the community center where the farmers and homemakers can hold their meetings. The agriculture teacher and the home economics teacher work as community leaders in their subjects. This is another phase of cooperation between the school and the community development. I hope that our recently established rural schools will do such work and cooperate with the rural social centers in improving the social, economic and educational conditions of our rural communities.

The period I spent with the Extension Service in Louisiana has enlarged my knowledge about the extension work and was very useful to me.

After Louisiana I spent two days in the Tennessee Valley Authority and had the opportunity of seeing one of the dams through which the Authority controls the flood of the river, facilitates navigation, and generates electricity to provide all the people with cheap electric power. Although I did not have enough time to observe the effect of such an enormous work on the rural people, I can imagine the benefits which the farmers receive from this project. It prevents the floods which had destroyed their plantations and houses, provides them with electric power which helps in raising their standard of living and gives them opportunity

of having supplemental work in the new factories which have been established as a result of this project.

I spent two more days in Berea College in Kentucky where I saw the handicrafts program at the college. The idea on which this college was established is to let every student work 10 hours a week to help himself by gaining a part of his expenses during the education years. As a field of work for the students the handicrafts program has been introduced. The skills of the students who work under this program are high. I think the college can be a good training institute for some of our handicraft instructors.

By the end of my visit to Berea College I ended my program of observation. I feel that I have gained many things from my observations, widened my scope, and added new phases to my knowledge.

I feel that I am indebted to the United Nations for this opportunity, and I wish to express my deepest appreciation to them and to all the people I met during the period of this Fellowship, to whom I owe much. I am unable to name them all individually, but I will always carry with me the treasure of their advice, knowledge and guidance.

FAMILY WELFARE I

The following report is by a German Leader who came to this country through the Cultural Exchange Program. At home she is a welfare worker in a county health department. In the German system the social workers work closely with the health staff, make case investigations and follow-up visits of children who have had physical examinations in the schools, and have responsibility for the care and treatment of crippled children. They are also responsible for family counseling and child welfare services. Consequently, this German Leader was interested in many phases of social work in the United States. Her warm interest in services to the handicapped and her appreciation of procedures which stressed the worth and dignity of the individual gave her an insight into the spirit and aims of the programs she observed.

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The purpose of my visit to the United States of America was to study and observe social work and to learn about American life and conditions.

Germany has in one generation, like all other European countries, had the experience of two world wars between 1914 and 1945. Therefore, it has many problems--most of the important problems are social ones. The war destroyed German towns and factories, people became homeless, sick, disturbed, discouraged. Many of German youth lost their families or parents, or were separated from them, or had to leave their homes. How to take care of these people and the lonely, neglected and delinquent youngsters? These are only a few of our urgent problems. You will find problems in every part of German life. Germany's needs, because of war and its national make-up, are quite different from those of other countries. Each country has its own individuality. However, it is very interesting for a social worker to observe other people's social welfare programs. Many questions arise--what institutions are included in the term, social welfare? How do social workers develop their profession? How do they educate the public? What psychological ideas are they following? These are only some of the questions which move German social workers today to go to other countries. And, last but not least, we want to learn more of the social ideal; to know foreign countries and people; to understand more of their thinking, their manners and customs. This promotes friendly relations.

I. The major placements and fields of social welfare I observed

I had six months in this country, coming here September 23, 1950. I first had a general orientation. Then I had the opportunity of studying and observing various social programs in several cities and states. These included Washington, D. C., Wisconsin, Chicago, Maryland, California, and

New York City. I also was privileged to attend two national conferences, the National Conference of Catholic Charities and the Midcentury White House Conference for Children and Youth, both in Washington, D. C. The State and city visits were directed toward getting an understanding of the American programs of public assistance, of family and child welfare services, both public and private, especially the care of mentally and physically handicapped children and vocational rehabilitation. Some hospitals and institutions for unmarried mothers and juvenile delinquents were also visited.

The country is huge and the different States have different problems. I was anxious to get the ideas, the spirit, in which American social workers work. The office was almost always in the background of my observation; the social workers, themselves, their personalities, were more important.

I enjoyed seeing how highly the American values the individual. This characteristic I found exemplified in the field of public assistance and in all kinds of social work for handicapped children and adults. Each individual is given his personal responsibility. Those who are healthy have all the responsibilities of healthy people; those who are handicapped in some way have a duty of meeting their difficulties, but their handicaps are never held against them--they are handled as normal people.

People who apply for assistance are treated as other people are who do not need public assistance. One trusts the individual as to the information he gives. The Americans do not like to be limited and they like to trust people.

In schools and classes for physically and mentally handicapped children, this point of view is carried through. I was touched by the way the staff cared for these children. Their success was often astonishing. The contented expression in the faces of the children was a sign that they were feeling comfortable and their free behavior in the presence of foreign visitors showed the success of the school, i.e., the children were not feeling handicapped. They learned to overcome their difficulties. Staff members do not want these children to feel any pity. They don't want to treat them with sentimentality, but with sympathy. Teacher, social worker, psychologist and medical doctor serve the children closely together. They keep close contact with the parents and instruct them through books and booklets, personal discussions and meetings in the school. Undoubtedly, these children in later years, when they are grown up, will be as self-reliant individuals as normal persons.

It is a good idea to have special classes for handicapped children in the regular schools, because often parents refuse to send their children to a school for exceptional children because they are afraid of a stigma. Further, I found speech classes in the regular classes very helpful. Children with speech difficulties can be sent to the speech class without going out of the school building. The school teaches the pupil in classwork, but, at the same time, the school educates in other ways. It is impressive to read on the blackboard--"I am quiet--I am honest--I finish what I start--I have good manners-- I am helpful--I obey rules--I am a good citizen."

In all schools I observed free and independent behavior of the children. It was in a kindergarten that I heard the following discussion: the teacher said, "Henry, would you like to---?" and Henry answered frankly, "No, thank you, I would like---", and Henry did what he wanted to do.

It was in a school for handicapped children that I heard a polite discussion--between teacher and pupils. The pupil contradicted the teacher's statement but the teacher convinced him. I was astonished how important it is in all schools for the children and youngsters to stand up to speak. In all kinds of schools the pupils were anxious to speak with the foreign observer. They wanted to know about German youngsters, what they are doing, about German customs, dressing and so on. They wanted to go to Germany and they wanted to correspond with German children. (Be sure, American children, I don't forget your wishes!) I enjoyed the fact that the children in school already have international education.

I was very interested in child guidance clinics. But I feel that these clinics are working still through an experiment and their real success will only appear in the future.

In youth welfare for delinquent children, the place of the probation officer I found most interesting. He is given to a youth as a friend to work out with him all his problems. I saw different detention homes for boys and girls and different schools for girls. The schools have many facilities for educating youth. There were cottages, the youngsters living together as in families, in small groups. There were homey little rooms for each one and there the idea was stressed that no one of these youngsters should feel punished. They had the opportunity to work out their difficulties in quiet and confidence. They have individual treatment, internal security and can always discuss their difficulties with workers. They have also adequate recreation and so on. But, in the evening they were locked in for the night in most of the institutions (all doors are electrically equipped). I feel this to be contradictory to the theory on which the institutions were described to me.

As I made home visits with nurses and social workers, I had the opportunity of meeting all kinds of social problems and social circumstances. I was most impressed by the so-called American slum. I have seen slums of white and colored people and the Indian reservations.

In group-work I found an agreeable and valuable kind of teaching and educating.

In case work I found the idea of American social work perfectly expressed. People are always subject, never object. You give assistance of all sorts without taking away their responsibility for themselves. (Just the contrary happens under an authoritative system.)

In factories I spoke with the laborers and I spoke with the labor unions. The American worker seems to have two different feelings--some have a tendency towards the socialist system, others want to be absolutely independent without organization.

I found in the American people a feeling for fellowship, neighborhood and society--many, many meetings!! But I felt there is a lack of family life. Family life seems not to be strong in this country. The divorces in this country are very high, yet I saw many a man and wife in good fellowship together. I was astonished at the amount the man works in the household. But I saw that the training in this habit begins very early. The little pupil begins with very simple, but, very instructive sentences--"Father washes the dishes and I cook the rice." There was a little picture cut out of the newspaper which states--"Boys' class prepares dinner for parents."

The American woman has a good position in this country. She is very self-sufficient and this in a womanly way. Often married women work professionally and under this dual procedure family life may suffer. To be independent--that is a characteristic feeling of the American people and it seems to be inherited by all Americans. I observed this in all phases of life, but, I think independence can never be practiced in the field of any near relations, such as friendship, love, family life.

Often I heard that the children don't want to take care of their aged parents and the aged parents don't want to go to their children. I'm sorry. Further, I learned that in America children come first, then the parents. I can't agree. I think both stand on the same level. Maybe this lack in family life is one of the reasons why Americans are emotionally restless. Another source for this restlessness is perhaps that Americans like to move. They move! They move in the country, in professional work and in every way. Americans hold material things at very high value. Mothers bring their children to day-care centers to earn more money (to buy televisions!). I think that they would be much more happy if they stayed at home and took care of their children. And, American people "struggle and hasten to succeed." Why are Americans emotional? I thought about this and believe these statements perhaps show some of the reasons. The average standard of life is very high, but people do not realize this and each compares his own environment with others. But there are still other reasons for this emotionalism.

The American officials are passive, waiting for leads from the people they serve. But, educational programs are very active. Over a department I read these words which represent the mind of all offices--"Good government demands the intelligent interest of every citizen." I have been astonished at the large number of private citizens who attend conferences on public affairs. With a big pleasure and a great interest I observed the "Roberts" parliamentary system. This gives everyone an opportunity to express himself and works out very well.

America is extreme in many ways--it has high mountains and deep caverns and immense oceans, streams and rivers and immense deserts, very fruitful parts and very fruitless. Tropical climate and arctic. People are of all races, nationalities, religions, conditions, political opinions--a "melting pot" as they call themselves. Therefore, America has its own problems, race problems, juvenile delinquents following the war, international problems. But on the other side, practices in these various fields are what "makes America great."

I had always felt that the race problem and the war problem make the greatest difficulties for Americans. The Republic was founded as a genuine democracy. The Declaration of Independence says:-

> "We hold these truths to be self-evident; that all men are created equal; that they are endowed by their Creator with certain inalienable rights; that among these are life, liberty and the pursuit of happiness."

The Fifteenth Amendment of the Constitution says:-

> "The rights of the citizens of the United States for vote shall not be denied, or abridged, by the United States, or by any State on account of race, color, or previous condition of servitude."

These statements have been fiercely asserted. They emphasize the fact that in this country there can be no permanently submerged, or underprivileged groups. And, George Washington pronounced these wonderful words--"Let us raise up a standard to which the wise and honest can repair--the rest is in the hands of God." Under the law, all are equal, but, these great ideals are not always realized in the thinking and practice of the Americans. Time has passed and the Declaration of Independence seems to be well understood even by very young pupils. I read in one school the following essay:

> "I've learned in my school to respect those of other races and religions, Negroes, whites, Catholics, Jews, and Protestants are students. In my science classes I learned that Negroes and whites are given equal education, and are of equal intelligence. History has taught me that men can be great whether they are brown, yellow, or white. I learned through song also. Last year our choir sang Negro spirituals, Jewish chants, Catholic and Protestant hymns--The president of the senior class is a Negro. These officers were elected by students who respect them. If all schools were like our school the world would be a pretty nice place to live in after all."

People always asked me about the German feeling about a new war. I think everyone realizes that the German people are not anxious to have another war, and I was asked, "What do you think about the A-bomb?" Nothing good. In my thinking, the A-bomb is an idea of the devil and to use A-bombs in an act of the devil.

The country is immense and the different states have different problems, different laws, but at least they are united in following one great social ideal. To understand that ideal and the spirit of the whole United States of America has been my intention. I enjoyed, as I said above, the spirit of the social work here, but as a German, I felt that social work was sometimes too much specialized.

I enjoyed my trip through the American country thoroughly. I had not realized that America is such a wonderful, huge, differentiated country. All over the country I found a friendly, helpful, and warm-hearted people. People are informal, but, in spite of this, very polite. In society all

employees are the same to their bosses, no titles, mostly first names. (Informal--"George pie" means President George Washington's birthday pie--a story of the cherry tree he cut down!) President Truman is called "Harry." People live in small homes which they own, but they build towering skyscrapers to work in. I know more now from the Americans and their country than I ever would have learned through study of several years. I always felt that there was a good relation between Germans and Americans and I was pleased that American people expressed this to me so often.

II. Aspects of my observations that will (or may) be of value in my work in my own country.

I was often asked--"What do you consider the value of your observations?" I guess neither the Americans nor the Germans expect us to copy each other's patterns. We are different countries--and every one of the foreign observers will come home with new ideas. Those inspirations I have received especially in the fields of social work for the handicapped children, of educational programs for parents, in foster-home work, and in work for the children under probation.

I hope, further, that contacts with American social workers will be fruitful at home and for us as friends. I think it will be profitable for me to speak from time to time with other German social workers who were in America about their experiences in the United States and to compare American ways with German ones.

III. What I consider to be the values of this type of "Exchange" program.

I think this personal exchange program is a great step toward a better understanding between people and for peace on earth. In San Francisco I saw a wonderful bridge. It has the practical name of the "Golden Gate" bridge. Friendship, better understanding of others' historical background and present circumstances, and mutual honor will build such a "golden bridge" beyond the oceans, around the world. The women all over the country will be the best pioneers in such work. Why aren't American social workers coming to Germany?

IV. If I could do my program over again, what would I do differently?

If I could do my observation once again, I would cut down observation of health and welfare programs, and from the beginning would observe the work for handicapped children and adults, studying still more all kinds of educational social work. In the little booklets given me, I had valuable help in getting ideas on the social work but I had not, unfortunately, always the time I wanted for reading. More time should be allowed for reading books and materials. In the first week we had a general orientation concerning social work and the historical background of the United States of America. Following these sessions, I was always anxious to learn more about the history, geography and the Government, but it was hard--rather impossible--for me to get always the right materials. Most of the libraries and book stores offered such big, scientifically written works that I couldn't

get them. I will be glad to learn from the United States of America what popularly written books or booklets are available.

V. What reading materials did you find most helpful?

All materials which explained the spirit of American social work. All educational booklets for parents, foster-parents, and handicapped persons.

VI. Conclusion

Six and one-half months in the United States of America have passed. I want to express my heartfelt gratitude to the Federal Security Agency, Washington, D. C. Thank you so much for all the work you have done for me, and for all the assistance of every kind. It has been a very valuable and happy time for me under your protection.

I have to thank all the departments I visited, particularly the friendly, helpful American social workers and nurses and so many American families and people who treated me with so rich a hospitality. I can only say with words--thank you in this moment. But, going back to my homeland I will say it once more in another way!

I have to leave in a few days, but I will take with me all the mental pictures of this beautiful, great country, all my profitable experiences and my friendship for the American people.

Good luck to you, America - "good luck," let me say once more in my mother tongue--Vielen Dank! Auf Wiedersehen!

FAMILY WELFARE II

This report was made by a woman from India holding a responsible position in a department of women's welfare which has developed into a family agency, focused on the needs of women and children. The agency has developed community centers in rural areas and provides programs of training for self-support and for home improvement. One of the interesting features of her department is the extensive use of volunteers.

In her 6 months' stay in this country as a United Nations Fellow she visited departments of welfare - both State and local offices - American Indian reservations, county health departments, public and private social agencies and services in rural areas, 4-H Club work, and home demonstration programs. Against the background of the situation in India she comments on American family life, woman's place in national affairs, and economic conditions.

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Introduction

This report is necessarily a general one, indicating, within the scope of survey that has been possible, only a few outstanding impressions of mine. The report therefore does not claim to be either complete or even fairly exhaustive. A six-month period (though adequate for the purpose of the foreign observer) is too short a period to permit a complete study of the cultural background and tendencies which require specific methods and define channels of concentrated action in this great land. Moreover, though attempts were made, within the time limits, to contact as many specialists and field workers and to visit as many institutions and areas as possible, these visits and contacts, helpful and wonderful in their own way, must, relatively speaking, be few. A country so vast as the United States of America and so rich in possibilities and providing, as it does, ample scope for specialized study in various fields, cannot be evaluated within this short period. The impressions recorded in these pages are, therefore, very limited. They are, however, the outcome of deep thought on the observations made and the facts learned either in the course of visits or in the course of discussions.

The White House Conference

First thing that needs to be mentioned is the Midcentury White House Conference on Children and Youth in Washington, D. C. It was

a happy coincidence that the Conference took place during my visit to this country and it was a privilege to have been invited to attend. The Conference was an education in itself.

In the midst of nearly 6000 delegates drawn from different parts of the country, an outsider like myself had the feeling of seeing America as a whole. Here was a cross section of this great nation, consisting of average thinking people who had seriously devoted themselves to tasks relating to the development of the healthy personality in children and youth--the hope of any country. As social workers have to come into frequent contact with such day-to-day practical people of different professions and persuasions, it had a great influence upon me. Among things the Conference helped me to see were the following:

1. The tremendous emphasis placed upon the growing child: The need for his development of a healthy personality, arising out of a consciousness of human values and the dignity of man. This realization, in my opinion, has tremendous significance and is full of possibilities.

2. The striking enthusiasm that brought together thinking men and women of different professions, from all over the country, to take active part in the discussions with a view to contributing practically to the decisions arrived at, and, in the general over-all program to be adopted for the future implementations of the recommendations of the White House Conference. The thoroughness with which each group tackled problems set before it and the determination with which a follow-up program was worked out to implement the decisions of the conference for the coming ten years. This was all very striking.

3. The thinking, planning and organizing of a very high order and the teamwork responsible for the Conference as a whole. This revealed the fact that public opinion is not only very well informed but is also conscious of the responsibility that it has in a democracy.

4. Democracy in action. No matter how large the group, parliamentary procedure was adopted with remarkable discipline.

5. Last but certainly most important, in my opinion, for here was future America--the part played by youth--representatives themselves. They brought fresh brains, high level of intelligence, understanding and discipline. Indeed, I could not help feeling that even better results could perhaps have been achieved if they had been given greater representation. One felt that here was material available which the adults could, and should, make use of in the interests of this nation.

Two other factors also struck me very forcibly both at the time of the Conference and afterwards during my stay in this country. And that is:

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1. In many groups (there were exceptions, no doubt) the delegates failed to make use of the presence of many international observers and to benefit by their experiences in their own countries. They did not indicate a desire to find out if they had any such problems in their respective countries and, if so, how they were handled and what was the measure of their success or failure.

   Generally, during my stay here, I did not find people interested as much in other countries as in their own and local affairs. This attitude, however, was not intentional. It may be due to the fact that the country is still young, requiring concentrated attention: it may be because of the busy rush of life with all its competitive struggle which requires all their attention: or, it may be because there were, until recently, no dealings, so to speak, with other nations and this part of the hemisphere kept itself away from the rest of the world. Whatever the cause it is quite clear that many are still in the dark about what is happening elsewhere. Yet, it is evident also that there is an increasing desire to know about other nations, particularly India, and deep sympathy, understanding and interest of Americans are both genuine and remarkable. This is a very happy change due perhaps to the present international situation and their own awakening, for the Americans, in general, are a warm and generous people considerate and good without consciously attempting to be so, eager to understand, sympathetic and helpful to others. Sometimes in their eagerness they overstep bounds: the people are like little children, remarkably in keeping with the "freshness" of the "young" nation. But the days of isolation are over: America, the greatest democratic nation, has become a world leader and must deal with other powers without losing her own goodness in order to discharge her responsibilities to the rest of the world who are looking up to her.

2. The second factor that set me thinking deeply and was a matter of great surprise was that much emphasis was placed on the child and its growth, and little or no steps taken in regard to old age. No doubt a young and virile nation, America has been paying very great attention to her children and youth but it is time to remember that a nation, like human individuals, also grows old. It pained me to see the treatment that old age receives in this country, coming as I do from a land where, generally speaking, they are held in great respect--even reverence. The culture, religion and family ties are chiefly responsible for this in India.

Here in America freedom and independence seem to have been carried, sometimes, too far in ordinary daily life and at the expense of strong family ties. This, together with the high standards of living and competition, further affects family life in ways that appear regrettable. As we all know in our everyday relations, true freedom is really circumscribed and if there is not going to be a certain amount of give and take even to

the giving up of some personal conveniences within the family with a view to maintaining the family's solidarity, how can the individual be expected to make satisfactory adjustments in bigger groups in the democratic state?

At any rate, in many instances responsibility to political and civic duties seem to be practiced to the neglect of one's responsibility to his immediate kith and kin. Many problems appearing later in the grown-up child's (or adult's) life can be traced back to the lack of strong and healthy family ties, understanding love of the parents and others in the home. One can see any number of such cases in the psychiatric clinic, and, of course in many instances the children's real problems are brought about by the parents themselves, i.e., the mother and father relationship or lack of it. The parent-child relationship often is not strong as one would desire. Children are taught to be independent, to think and decide for themselves simultaneously with their learning to toddle. Children's "problems" appear even before they leave their cradle. The child is everything, the mother and others coming only next.

When young people marry, in America, independent homes are set up, breaking away from the parent family, the parents continuing to live by themselves. The children thus remain with their parents as long as there is need but when they acquire sufficient strength and resources -- that is, their wings -- they fly away and start life on their own. This procedure is particularly disadvantageous to parents who have not been able to save enough and it is still worse for people who remain single and come to old age with no family group on which to depend. Conditions of life in America are such that the average duration of life is high--65 to 70 years--so that the percentage of aged people in the total population will soon be high. This is a serious problem facing the country and I was happy to note that it is being realized and that plans to meet it are under way. To ignore old people completely is not the way to reward them for their past services to their families and society. It has grieved me to see how many people nearing old age, with whom I have discussed this question, have feared the coming of old age. Indeed, it seemed to me as though they dreaded old age with equal, if not more, terror than a Hindu woman dreads the possibility of widowhood. Yet old age is the period in which both respect and deference should be received. It still has a function to perform--not an active function, but the cumulative experience and knowledge of the older members of the family should be drawn upon by younger people starting life and by society as a whole. This function should be recognized by the aged also.

It is normal duty of near relations to take care of their old people rather than to put them on old-age assistance or into institutions, unless it is absolutely necessary. A State which does the best it can for its aged may provide institutions for such as prefer that type of care and have no homes of their own, but it will be difficult to provide institutions for all of the aged since the number is increasing so greatly. It is not desirable, moreover, to put them in homes which constantly remind them that they have come there to lay themselves down finally. I visited many of these homes for the aged, and however well run they may appear to be, many of their immates did not seem happy. It was very sad and depressing.

The above comments referring to the family and family ties are based only on my own observations of the services of departments of welfare, family service agencies, juvenile courts and psychiatric clinics. These do, however, include a considerable section of the population in different areas of the country, but I have no desire to generalize.

So long as this country's economy was rooted in land the family was a strong, self-sufficient unit. Industry and machinery, however, have seriously affected the stability of the family, though they, no doubt, brought with them comforts, conveniences and leisure--a lesson for us to learn in India. The standard of life has risen and in quite a good number of families, both parents work in offices or factories and are thus absent from their homes for a greater part of the day. The Bureau of Census states that more than seven million wives are thus away from their homes. Secondly, the increase in leisure time has not always helped to tighten the family ties, for recreation is very often sought outside the home and each member of the family may seek it in his own way. It seems to me (and this is only my way of looking at things) that society's old but safe standards of conduct are being ignored: in their place, dating is fashionable; petting and necking (terms peculiarly American) are social games which must be permitted if girls are to be popular; sex is freely discussed and divorce easily resorted to and even given prominence in gossip columns.

I should not be surprised if figures from the welfare agencies and psychiatric clinics might prove that so-called emotional conflicts, difficulties in family relations and particularly in the management of children, might not be more common than economic trouble. It seems to me that the only solution to all this is good homes. This again means that parents must sacrifice their time, comforts and freedom, even some of their personal interests to give their growing children greater attention and to re-establish some of the healthy old rules of safe conduct. That means again setting the clock back a little for the children who must accept a certain amount of control and who must share their comforts and freedom with others. But it is worth it, as otherwise the price to be paid will be costly indeed. Will the thinking public of America cry a halt to the present state of affairs that is undermining the stability of strong, self-sufficient family units for the sake of the children and youth for whose healthy development so much was discussed at the White House Conference and for the sake of the future America? Or will the passion for freedom (for freedom's sake which ultimately tends to become selfish) and the desire for immediate material happiness make them blind to those forces that are slowly but very surely disintegrating families and family life and striking at the very root of those basic human and spiritual values vital to human existence!

Purpose of my Observation

In stating the purpose it is necessary to describe briefly the background for my present observations.

As everyone knows, the root-cause for all ills in my country is poverty, successive invasions, long periods of foreign domination; and the devastating results of two great wars, for which she was in no way responsible, have, besides continuous failure of the monsoons, drained the land of men, material and available resources. Intense poverty had brought about low production and very low standards of living which in turn have been contributed to poor health. Illiteracy, lack of fundamental hygiene and sanitation, a high birth rate with corresponding high death rate completes the picture. We have no political problems as such; they are essentially socio-economic.

The situation facing us is neither pleasant nor can it be ignored; the tasks confronting the social worker are neither easy nor can they be postponed. They require immediate solution though the odds are tremendous. India is without resources, trained personnel, or essential equipment. Fortunately, there is a silver lining in the picture. Amidst all these discouraging factors, we have treasures in the spirit of the Father of the Nation, Mahatma Gandhi, the spirit of the people themselves, particularly of the women. There is a real awakening; and the tremendous faith--both in themselves, in Mahatma Gandhi, and in Providential guidance--and their efforts to recreate healthy living conditions will go a long way to cheer and inspire the social workers. Already with the attainment of freedom a planning commission has considered the immediate program relating to rural reconstruction, welfare and social education, health, nutrition, hospitals, irrigation and highways, as laid down in the 18 Point Construction Program of Mahatma Gandhi. Many have been already put into execution. Within a period of four years much has been accomplished, considering the great liabilities and practically nil assets existing when the new India was born. Then, the entire world, America not excluded, expected India to go to pieces and become communist, once the British left. That today political India is one indivisible whole, has settled down to handle in a practical way her socio-economic problems with the same spirit that won her freedom through a technique and bloodless revolution, unparalleled in the history of the world, speaks much for the spirit of India and her culture that has withstood the ravages of the past centuries and found its embodiment in Mahatma Gandhi, the Father of the Nation! If only there are no more wars the country's program for the next ten years is assured. But who can speak of the future in these days?

A word about the women of my country. After careful study of factors influencing life in India, its tradition and cultural set-up, I am firmly convinced that the present awakening amongst women, their intelligence, understanding, and spiritual qualities could and should be used to help them realize their potentialities for bringing about a better state of affairs. They should be helped to build their homes on sound lines and to contribute, at the same time, towards a better and happier community and society. Fifty per cent of the population in India are women. It is not possible to ignore or put aside their energies, talents and cooperation, yet it is not advisable to permit them to go into channels which would take them away from their own traditionally healthy spheres of influence.

I shall make myself clear. Paradoxical as it may seem, the Indian women, with all their limitations, handicaps, and, till recently, their seclusion, have exercised greater influence in Indian life than I believe their sisters in America do. The American women have fought and secured the privileges and rights which they now enjoy on complete equal terms with men. Nothing apparently is denied to them because they belong to the other sex. By availing themselves of these privileges and rights they have obtained equality with men, but to me, as an Indian woman, it seems at a very great cost. For they have actually given up their cherished privileged position as women. I say cherished privileged position because no man, however he struggles, can compete and assume this position which is peculiarly and specially woman's. In India the women have all these rights which women in other countries have and the Constitution of the Republic of India recognizes these rights. Yet the average Indian woman would not desire to make use of these privileges which will place her on equal terms with her menfolk and enable her to enjoy the so-called "equal freedom." But, like all great women of ancient India, by discharging her special precious duties as a woman, wife and mother, she establishes for herself a much superior position in the Indian household and in Indian society. Consequently her moral and spiritual influence are very great, which every man recognizes, admits, and respects. Thus the women in India have all the privileges and rights which women in other progressive countries have, yet their supreme and primary duty is first to the Home and then, also in the future, to the community. Such an acceptance of their present position and functions would be in keeping with all that is best in the country and still keep pace with the trend of events in the rest of the world. It is the duty of social workers, in whatever sphere they may be working, to have this objective of helping women in the task of building healthy homes. For a happy and a well run home, with all its strong ties, is a sure remedy for most, if not all, of our present day social evils.

Therefore, the State Department of (Women's) Welfare in Madras State, South India (which, incidentally, may be mentioned is the first in the country) in which I work, has for its basis family welfare service. It is temporarily called women's welfare as the approach is made through women. It has a comprehensive and integrated plan for assisting the family as a whole in several directions--educational, informational, economic, along nutrition and dietetic lines, in health and sanitation, maternal and child-care, and hospitalization. It also seeks to meet their special needs including protective and rehabilitation work, school education for children under five and training of field personnel. In other words, there is no specialization in welfare services such as is understood in America: this is neither possible, due to financial reasons, nor advisable. The family is taken as a unit and services to the family and community are integrated. The trained welfare worker and midwife, in close cooperation with the Rural Department, are responsible for looking after the needs of the families of a village as a whole, acting as liaison with other departments and agencies when necessary. It was a matter of great satisfaction and encouragement therefore to me to learn of the change in the outlook in this field of social service in the United States and of the present emphasis on preventive and protective services in relation to family welfare. I learned that there is a trend towards combining family

and children's welfare agencies and of enlisting the cooperation of the community and other agencies. In other words, the family is now to be regarded as the unit and all services are to be integrated around it.

The Madras State Department's program, in the preventive and protective services it offers, is based on these lines. It is both comprehensive and is developed to suit the conditions and meet the needs of the state. Having accomplished a part of the program against great difficulties, inevitable in any pioneering job, I needed to pause and evaluate the results achieved so far. I wished to consider whether the approach we are making is the correct one, whether the methods applied, necessarily crude in some respects, are still of the right kind. Though much deep thought had been given, much planning and work done, and no effort spared, still the question arose, "Are we on the right path?"

Hence my visit to this great country, more advanced than any other country in social services, to study the approach, methods applied and training provided in social welfare work. This comparative study has been most helpful and I cannot sufficiently express my gratitude to those who have been responsible for giving me this great opportunity.

The scope of my observations in this country was confined to the following, with special references to rural areas.

1. Family services including care of children.

2. Health and welfare programs including special schemes for the handicapped and social medical care.

3. Community services including farming (4-H clubs, Future Farmers of America, home economics) recreation, adult education programs.

4. Administration office, field supervision, committees: study of standards and of the approach used and relationships maintained.

5. Training of personnel.

Within the period at my disposal I was enabled to visit and observe some of the outstanding institutions and field activities and to meet many persons. All of them have helped me to get a fairly comprehensive idea of the several channels of services available in this country and to study their objectives, scope, applying of standards, special problems. Many of the directors of State and local public or private agencies allowed nothing to escape me if they felt that my visit or observation in that particular direction would enrich my experience. In many places I was privileged to peruse some of the confidential records relating to different types of clients and their problems and also to visit these families in their homes. These gave me an insight into the life of the average family as well as of a poor family, besides helping me to understand the manners, customs and cultural background of American life, some of which have been responsible

for the prevailing social problems. I am most grateful to these officials of the several agencies who frankly discussed with me their cases and readily answered my questions without misunderstanding me.

Major Placements and Fields Observed

I had the privilege of visiting institutions, vocational schools, services for the handicapped, hospitals, departments of health in rural counties, State and local departments of welfare, family and child welfare agencies under private auspices, Indian reservations, farm organizations and youth work. These observations took me to Maryland, Pennsylvania, California, Arizona, Texas and New York, besides some observations in Washington, D. C.

These visits have helped me to understand:

1. The practical working of the Social Security Act and in that connection the relationship between the counties, States and Federal Government.

2. The general health and welfare set-up in small areas and in big cities, providing services in different directions to different groups, as well as to the entire community.

3. The lines along which the public is educated in these methods and their active cooperation enlisted.

4. The degree of coordination between the different public and private agencies and between these agencies and the private individual.

5. The services of the psychiatrist and the services of the social work specialists; the value of such institutions as the 4-H Clubs, Future Farmers of America, home economics, community organizations, like city recreation departments, civic centers, etc.

6. The welfare training unit conducted by a State Department of Welfare. This was very interesting and helpful, as my own Department includes a training section for field staff.

7. The private contacts in all these places have been both delightfully interesting and educational in a wider sense.

What interested me most and specific aspects of particular interest to my work.

I. I regard social welfare services of fundamental importance and one of the major concerns of any modern state. I am particularly interested to find this recognized in the United States of America. The Social Security Act is a great landmark in the history of social welfare in this country and it provides, in my opinion, the first and the most important step

yet more to come. I am inclined to believe that more social problems and serious ones are yet to be faced, though I have no doubt as to the efficient manner in which these will be obviously handled by American social workers.

As I have already explained, the internal problems in India are essentially socio-economic and I hope that, ere long, some social legislation will be enacted. I very much doubt, however, if such legislation will include financial relief for that would require funds on a large scale which the Indian taxpayer cannot afford. Further, it may not actually be conducive to a healthy rehabilitation of a permanent kind. Welfare and social work must develop along the line of services and employment in India. The financial implications of the public assistance program here are so great that it is not possible for a country like India to introduce such a program.

II. The subject of adoption is an interesting one in this country. It seems to me that adoptions are likely to increase more in the future. Perhaps because of the freedom permitted, the dating allowed and the postponement of marriage for economic reasons, it looks as if pre-marital relationships are on the increase: Thus, we often have the unmarried mother and her unwanted children. Adoptions and placements are increasing. Even if boys and girls are married fairly young, some years (perhaps three to five years) are often allowed to pass by for the sake of marital adjustment and economic stability. Whatever be the cause, I heard of many fine, healthy young couples unable to have children. The doctors declare they cannot have children, but the natural longing to have children develops and consequently they seek satisfaction by having recourse to adoption. Indeed the demand for children far exceeds the supply. This results in some serious problems for the future.

III. I was impressed, on the whole, with the cooperation and coordination of the public agencies and recognized private agencies working together in the interests of clients and the common welfare. This is a great help also in referrals and in arranging placements for foreign students as well as for students from schools of social work. Volunteer workers are used only in church and other charitable organizations (which have their own place) like the institutions for the blind, orphanages, homes for the aged, etc. One association for the blind, a private agency, has successfully enlisted more than 2000 voluntary workers who offer good assistance in different ways. Voluntary help and cooperation is also obtained through committees like a "Citizens Adoption Committee." Voluntary service can never be dispensed with. These committees have a place in the social field at all times. It is, however, necessary to realize their limitations and the necessity of an understanding and cooperation between them and other private and public agencies.

IV. I was interested in the organized, planned, and intelligent health and welfare programs for each county and State. These provide more or less the following:

1. Health services, maternal and child care and hospitalization.

2. Adoptions, foster care, child guidance clinics, speech and other physical rehabilitation, care of the handicapped.

3. Special school programs, midday lunches, recreation for children and adults.

4. Public and general assistance, old-age pensions, aid to dependent children, aid to the blind and disabled, etc.

5. In addition, there is family counselling with family services, children's aid societies, the parent-teacher associations, 4-H Clubs and home economics, agricultural extension schemes with the services of the county agent always available, annual farm shows, farm competition, etc.

The integration and coordination between these services are so great that maximum benefits result to the community, especially in those areas where the entire community is getting good service.

In my own State in India there are State departments rendering services in all these directions. The policy now is to extend them to the rural areas. I would like to see each village and group of villages contain all the essential services, especially 4-H and home economics clubs and community centers. I should like to see them managed by the people themselves with such assistance as is possible from the State, thus realizing their own responsibilities to their community. It is no use looking to the State for all services; the initiative and responsibility must lie with the community or village. We have already made a beginning in this direction.

V. I was naturally struck by the enormous interest in this country in matters relating to social welfare and in the demand for trained personnel. There is, however, too much specialization which sometimes has made me wonder if this is not at the expense of efficiency and sustained human relationships, necessary in welfare services, not to mention the increasing cost of the administration of such services. At times, it also struck me that the highly technical specialization which is really splitting the whole into parts, thus ignoring the whole, tends to affect continuity in dealing with a particular case, or family. It looks as if it is being dealt with in parts or piecemeal. It can lead to a certain amount of overlapping of efforts.

I was impressed with the specialists and consultants in different fields, and the very high standards being set in techniques and methods. The subjects, courses of study, observation and field work in the schools of social work are interesting both in themselves and in the training offered to meet these high standards. Sciences, like mental hygiene, psychology and psychiatry, are highly developed.

In this connection I must also state my appreciation of the existence and function of national organizations. Among these are the American Association of Social Workers, the American Public Welfare Association, the Family Service Association of America, the National Association of Councils of Social Agencies, Child Welfare League of America, the Association of Volunteers, the General Federation of Women's Clubs, the American Association of University Women and the American Association of Community Chests and Councils. I have observed several meetings of these bodies at their national, state, and county levels, and have been deeply impressed both with the interest evidenced and the manner in which they function.

I have also attended staff meetings, meetings of board of directors, State board of welfare sessions and hearing of appeals. The latter specially interested me, in that it gave plenty of opportunities for persons to present their claims as provided for by the Social Security Act. I was present during psychiatric consultations and conferences and attended juvenile court sessions which gave me an insight into several factors affecting home life. I also had discussions with judges who handled these cases.

VI. What specially interested me were the objectives, some of the techniques applied, methods of approach observed, the worker-client relationship, supervisor and student training, administration and field staff relations, training of personnel (in schools of social work, training unit, in-service and staff development) and the standards set up. These seem more important to me than the programs themselves which have been evolved to meet the needs of this country, as laid down in the Social Security Act. A detailed study of these different programs and their application in different fields observed have, however, been extremely helpful in providing me with the necessary background in order to understand the working of the general welfare set-up and to appreciate the objectives, techniques, relationship, training and standards.

VII. I have come to understand what is meant by "caseloads," "case recordings," and "intake." I have observed interviews with clients, sat in on case discussions and staff supervision. In my State, these will have to be applied differently, conditions being different. There the field worker is the case worker in contact with the individual client and families and she helps them in a variety of ways. Problems are discovered and worked with in their natural setting and the individual is treated in relation to the family and the family to the community in an integrated manner. The clients do not make

appointments and call at the agency as payees, as is sometimes done here. This is possible here because the people have understood the functions of these agencies, and are educated enough to go to one and explain their needs. It is not possible, in the family and general welfare services in my State.

At times, also, the methods employed here, and the record systems used made one feel that often clients only walk in at intervals and disclose their own problems, the case worker's part being small and confined to asking a few questions and occasionally putting in a suggestion. Sometimes it has been a recording of all details about the client, including the dress she wore, the manner she walked in and sat and talked--all factual details with nothing to show the case work undertaken by the worker herself. In some instances, the case on hand is an advisory, simple one, but the case recording is too elaborate and full of technical details which appear quite unnecessary. Sometimes, too, in the audit of many details, the main fact is lost. Moreover, in several instances, the person is considered away from his actual family setting. This may be particularly true in cases of foster children.

VIII. I was, however, impressed with the ethics of case work and welfare work in general, namely, helping people to help themselves. This is undoubtedly the best approach. Whatever may be the abuse here and there, and there will be some, human nature being what it is, these objectives are there, and educating people seeking aid is always in mind. I could note, in all services, the idea of human values and dignity of the person even though he, or she, may be on relief, or in need of any relief. The democratic essential behind public welfare programs is namely "the needy persons' rights" to assistance and at the same time a recognition of his individuality. Therefore, he is entitled to equal opportunities for complete physical, mental, emotional, and spiritual development. This is a strikingly remarkable point of view.

In keeping with this spirit, I would, however, like to see, as a part of the social worker, herself, more of the spiritual background which, in my opinion, is very necessary in bringing about a correct, heart-to-heart relationship between herself and her client. This, added to the help available, makes the services rendered a real spiritual force. Women are especially fitted for this job and in my State it is necessary to accept social work as dedicated service. I was happy to see not only women social workers in the United States of America. Their average standards and intelligence are very high, indeed.

IX. The value given to training is so great that in the United States no efforts are spared to have up-to-date literature available. Provision is also made for continuing in-service training, staff development and special "refresher" courses. In my own department much emphasis is placed on training of field staff as well

as on in-service training. Attempts are made to bring to workers available information and exchange of experiences through a monthly magazine.

Value of this Type of Exchange Program

I attach considerable importance to this exchange, and plead for greater exchanges as a means of bringing the world together. The crying need of the present day is a better understanding of human efforts, human values and needs, and a closer relationship of different sections of the world's population with a view to sharing knowledge, skills and experiences with all others. In that way are greater chances for lasting peace. These cultural and scientific exchanges will go a long way in clearing doubts, removing suspicions, promoting harmony, good will and peace much faster than can be done by wars or diplomatic treaties and agreements. As a distinguished friend of mine once wrote, "cultural exchange is one of the winsome features in the melancholy international drama." Man is a controlling force of nature, even including time and space. The world is really becoming greater and bringing all its inhabitants together, which surely is the purpose of creation. Social work, alone, knows no frontiers. Is it not in the future of things that more social workers must be enlisted in this exchange program to bring about this close understanding?

Further, I believe that some of the specialists in the International Training Office themselves should be permitted to visit definite areas and countries so that, after a study of social needs and problems and situations at first hand they could with advantage plan programs for Fellows coming to this country.

May I be permitted to offer two suggestions in this connection? One is, that the right type of persons must be selected if these exchanges are to prove useful to both countries. Those who have had good experience in their own special fields must, of course, be chosen so that they are able to understand and benefit. In addition, however, to experienced persons there must be also persons who possess an intelligence and a background and broad outlook. These will make them capable of truly interpreting to others all that is best in their own country as well as of understanding the culture, ideas, and aspirations of the countries observed. Selection must, therefore, be very, very carefully done and no kind of personal or political influence must be allowed to interfere in the choice of Fellows.

My second observation is that to bring about a better understanding between two countries, greater opportunities must be provided for them to move about freely among people and live with them. This is suggested for two reasons. It helps the foreign student to see life as it is and people as they are in their own setting, and, it also helps to remove wrong or imperfect ideas about each other's country and brings them closer still.

I have met many here who are ignorant about India or have very crude notions about her and her people, but they were eager to know the facts. In fact, the eagerness on their part was most striking. I have addressed several gatherings on more than 60 occasions--formal and informal--cross

sections of the communities, university women, federated women's clubs, luncheon parties, special gatherings and public meetings, not to mention the administrative and field staffs of several welfare agencies. I have had the privilege of meeting eminent people besides the Governor of a State and many legislators. They enjoyed these talks, but I can candidly state that my own pleasure has been greater still. For I know that I have served both countries by providing them with a correct interpretation of the ideals, aspirations, hopes and fears of a great nation that has just emerged into freedom. My task is not yet complete for I have to interpret America to my own people. Most of the Americans at these meetings have asked me, in all sincerity and earnestness, to convey their greetings to India and added, "Tell them that we are proud of them and we want to know more of them. Tell them that we want to be very good friends," and, bless their souls, they mean it! I consider the services in this connection of more profound significance than merely visiting and studying institutions and programs. These are helpful only to a particular field in which the foreign student is interested and benefits his own country to that extent. But, if more permanent and broader values are arrived at, bringing about better understanding and closer relationships, cultural exchanges in this manner would be helpful to both countries and hence the need for careful selection of students who would be capable of interpreting the ideals and aspirations of both the countries correctly. The respective governments, therefore, must realize their responsibility in utilizing these opportunities in the interests of their countries by a very careful selection of observers who will dispassionately interpret their countries. This is as urgent as it is important.

For my own part, the value has been twofold--it has been a most wonderful and successful period of valuable observation. I am grateful for the opportunities of visiting and observing. I have learned a lot and so far as the purpose of my visit to this great country goes, I have benefited. My observations and studies, on a comparative basis, will help me considerably in my own work to improve wherever necessary and, conditions permitting, start new programs. In this way I shall be guided by the knowledge and experience gained here and will thus avoid mistakes and pitfalls.

Secondly, I have had the opportunity to observe the life of the Americans in their own country and in their own homes, and to me this is a new bond between the two countries. America and India are much nearer. I was deeply impressed with the American hospitality and goodness and warmheartedness. Social security in itself with its immense financial implications is a proof, if one is needed, of their generosity and willingness to share with others and of their deep sense of civic consciousness and passion for freedom and individual personality. I shall always remember my contact and the "intimate exchange" of ideas I have had which will transcend all barriers.

Finally, it was such a pleasure to come to know intimately each one of the bureau international staff members. It was all right to draw programs and fix places of visits, but to understand all needs of the foreign student, to sympathize with their desires and anxieties, actually

to place themselves in their positions and to allow not even a little detail to escape notice, to make their stay not only fruitful but in every way comfortable and pleasant, to enable them to carry with them unforgettable, cherished memories of the places and people--these are things that can never be repaid. This is the richest treasure that I am taking with me.

I earnestly hope that these staff members derived a little, at least, of the great joy and satisfaction I derived in working with them.

Total Program Planning

I recommend specifically:-

1. That the selection of Fellows from India; i.e., from South India, at any rate, may be so made that they arrive here early enough to get ready for the winter, or to plan their arrival for the spring.

2. That their stay in Washington be reduced to a fortnight. I stayed longer because I could visit some of the institutions and also because I had to attend the White House Conference.

3. That arrangements be made, wherever possible, for their stay in homes rather than in hotels--at any rate, for the women students who come here.

4. That whenever hotel reservations have to be made, the officers in other countries be informed of the rates the students can afford to pay per day.

CONCLUSION:

Briefly I may state that I have benefited by my visit to the wonderful country as follows:

1. In regard to my work--I am going back improved and encouraged because of the confidence gained that the work we have started in my State is appropriate and best suited for the conditions there. Only those who have gone through the differences and the anxieties in a new work as I have done can realize what this means to me. Is it a wonder, therefore, if I am unable adequately to express my deep sense of gratitude in this connection? It now remains for me to improve and build up further in the light of this experience gained here.

2. In regard to my country--growing to love this great country and her people for the many virtues which are their strength and which all should learn from them, I have realized the greatness of my own country and what she can give to America. I firmly believe in the strength of each--material and intellectual wealth of the one, and the spiritual wisdom and sobriety of the

other; and, I am convinced of the need for these two great nations to know more of each other and come closer. For in their understanding and goodness the peace of the world may be assured.

3. In regard to my own self:--I have personally gained a wealth of experience--in regard to administrative matters, as to discipline and relationship with staff, especially in not yielding to petty feelings but in studying deeper and broader objectives, in going beyond facts to freedom in evaluating policies, programs and persons. As the head of a department with great possibilities, dealing with different types of people and situations, such a knowledge and experience is valuable beyond description.

MATERNAL AND CHILD HEALTH

The doctor who made this report came from the Philippines as a Point IV Leader. His training and experience have been in the field of public health, with special interest in programs for maternal and child health. As Executive Officer of medical programs which are financially assisted by the United Nations International Children's Emergency Fund of the World Health Organization, he is in charge of the administration of milk distribution in puericulture centers, hospitals, leprosaria, child care institutions, and public and private schools under a variety of auspices. He was, therefore, particularly interested to observe, in this country, medical services related to the field in which he has responsibility in his own country and to those other services which may be developed in the future. It is evident from his comments and the enthusiastic response of those with whom he came in contact in the United States that he got much value from his brief period of observation and was a happy ambassador of good will from the Philippines. On account of their comparability to conditions in his own country he found his observations of the rural programs, especially in the southern mountains, most useful of all. He enjoyed them to the full.

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The Philippines, being the most devastated country in the far East by the World War II is now confronted with many health problems arising from the destruction of its facilities, such as public dispensaries, hospitals, leprosaria, puericulture centers, maternity houses, etc. This has caused a great paralysis of health programs, more particularly those affecting maternal and child health and welfare. A great number of expectant and nursing mothers die from eclampsia and other preventable diseases, without the benefit of medical service. The rate of infant mortality, due to still-birth and premature births, is alarmingly high as compared with other countries of the world. Although the Philippine Department of Health with its limited resources is endeavoring to restore its former activities, yet it is still greatly handicapped by many factors. Rehabilitation of public dispensaries, maternity houses, puericulture centers, hospitals, leprosaria, and laboratories is not yet complete, for pressing problems need immediate attention, particularly infant mortality.

The Abstract of Philippine Statistics for December 1950, of the Bureau of the Census and Statistics, shows that during the period January - September, 1950, there was a total of 254,654 births; 3,420 stillbirths, and 32,445 deaths under one year (exclusive of stillbirths), giving a rate of 123.40 infant mortality for every 1,000 live births.

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Already some steps have been taken to deal with these problems. I mention child feeding programs in hospitals, puericulture centers, leprosaria, schools and child care institutions. More than 215,000 mothers and children have received a glass of milk every day for ten months. Eleven fellowships were given to Fellows who were sent abroad for one year to specialize in their respective lines. These Fellows have now returned to the Philippines and are now in the government service. Thousands of children will be benefited by the specialized training received by them.

With the assistance of the United Nations International Children's Emergency Fund (UNICEF) and the World Health Organization (WHO), the Department of Health of the country has instituted plans to expand its medical health programs, among which are the following:

1. Yaws control and treatment of maternal syphilis through 12 social hygiene clinics. About 100,000 children and 5,000 mothers will receive treatment.

2. General maternal and child health programs including the provision of equipment for 495 puericulture centers, operation of the Rural Health Demonstration and Training Center, and mental health. Through these programs, no less than two million children and mothers will receive better health service.

3. Emphasis on tuberculosis control and development of the Demonstration Center, the BCG Laboratory at Alabang, and the BCG Mass-vaccination Program. Approximately one million children will be vaccinated against tuberculosis each year.

4. Diphtheria toxoid production laboratory. This will provide all the necessary D. toxoid to immunize one million children each year.

The United Nations International Children's Emergency Fund aid to these programs consists of supplies and equipment worth $879,000, while the World Health Organization provides technical assistance. As its contribution, the Philippine government set aside and made available the total sum of $621,752 for administrative expenses and the free use of numerous buildings, together with all office equipment.

The development of these new medical programs is for the purpose of minimizing contributing factors to the high mortality rate of the archipelago. In my desire, therefore, to contribute my share to this program I have gladly accepted the offer to come to the United States as a recipient of a travel grant under the Smith-Mundt Act, to study the trend of maternal and child health and welfare as actually practiced and undertaken by different institutions of this country.

Objectives of the Grant

The main objectives of this travel grant are to observe the different methods adopted by different institutions in this particular field of maternal and child health and welfare; to confer with authorities on these matters and to select out of material gathered during my observation valuable suggestions that can be of practical application in the Philippines, which as yet we do not have in my country. The length of my stay in the United States was ninety days, from September 24, 1951 to December 22, 1951, inclusive.

Activities

Through the kind assistance of the Division of International Cooperation in the Children's Bureau, Federal Security Agency, observations and official conferences were made possible in Washington, D. C., Maryland, North Carolina, Kentucky, and New York City. In all these places I had opportunities to visit clinics, hospitals and health centers and to talk with public health officers, both State and local, especially those directing maternal and child health programs. I also conferred with professors of public health administration, nutrition and pediatrics. Some of my visits included school health services and laboratories, and in two States I concentrated on the rural services being offered to mothers and infants. These were pre-natal and well-baby clinics, home visits of doctors and nurses and rural maternity hospitals.

Evaluation

The following are some of the points of which I took particular note:

Well-baby clinics promote better protection to the health and welfare of infants and children. No one can detect better than the physician whether a child is in need of medical assistance. These clinics are likewise educational because mothers are taught there how and when to seek medical advice on the welfare of their children.

In well-baby clinics a demarcation line clearly defines the duties of medical men serving in preventive medical service, indicating when their duties should begin and end.

The administration of triple vaccine (diphtheria, tetanus, and pertussis) to infants and to children under school age is necessary, like the smallpox vaccination, as necessary, because diphtheria and whooping cough are usual occurrences among the children, especially of this early age group, and therefore, it provides one of the best means of protecting the health of these children against these said two diseases.

Nutrition plays an important role in the promotion of child health, of children specially of the school age group. Balanced meals given to school children in the schools observed and the principles taught them tend to promote good eating habits. This results in the betterment of their health.

Pre-natal clinics provide better care to expectant mothers. The fact that these mothers are thoroughly checked up from the early state of pregnancy to the time of their delivery is one of the best ways of protecting not only their own lives but also the lives of their offspring. Stillbirths could be reduced to a minimum, not to say eradicated completely, because causes contributing to stillbirths could be promptly detected and adequate measures immediately instituted.

Tuberculosis does not appear to me to be a health problem among children and mothers in the United States. Venereal disease clinics provide better protection not only to mothers but more particularly to their offspring. Detection of venereal diseases through these clinics among expectant mothers is one of the best means of minimizing, if not curtailing entirely, congenital syphilis.

The proper attention given to premature births in all the States visited is perhaps one of the best ways of reducing to its minimum the infant mortality rate in this country. Records show that an average of 50% or more of premature births could be saved if proper medical attention could be given, as it actually is in all the hospitals I visited.

Hospitals for crippled children and similar institutions for physically handicapped children, as well as mental health clinics, promote to a great extent better health and welfare and prepare children for more usefulness in society. Through mental guidance clinics, juvenile delinquency is minimized.

The social welfare departments in all the States visited also play an important role in the promotion of health and welfare of people whose financial condition does not permit them to pay for the services of a private or family physician or the expenses of hospitalization if their ailments need hospital care. As I actually observed, these agencies lose no time in determining the eligibility of cases referred to them by health departments for social service assistance. Screening is immediately done and eligibles are given aid at once.

It is very encouraging to note that here in the United States there are many private civic organizations assisting health departments in the promotion of health and welfare of the community. Tuberculosis and Health Associations, hospitals operated by purely voluntary contributions, and other agencies and organizations are working closely with health departments.

All health departments visited are well provided with facilities to serve better the interest of the public. They include X-ray and V.D. clinics, mental health clinics, laboratories, dental services, nutrition consultants, veterinarians, etc.

Summary and Recommendations

All the above-mentioned points will be of value to me and are matters to which I hope to give serious attention. On the basis of the existing

conditions in the Philippines and the possibilities of putting into practical application those valuable materials gathered during my observation, I shall make the following recommendations:

1. The adoption of well-baby clinics throughout the country, which could be undertaken by physicians of puericulture centers and those in charge of charity clinics.

2. The administration of triple vaccine (diphtheria, tetanus, and pertussis) to infants and pre-school children.

3. Nutrition as part and parcel of health programs; it is a potential contributing factor to the reduction of stillbirths if expectant mothers are taught to eat a balanced diet during pregnancy.

4. Encouragement of expectant mothers to undergo medical care; this could be done by physicians of puericulture centers and those in charge of charity clinics.

5. The problem of prematernity should be the concern of all physicians and premature infants should be attended to properly. Health officers should encourage hospitalization of those needing medical care.

6. Consideration of establishing in government hospitals of special wards for crippled and physically handicapped children.

7. Expansion of social welfare services throughout the country, providing more liberal funds, better to serve the interests of underprivileged people; and lastly,

8. Encouragement of civic organizations to give their full support and cooperation to the Department of Health, as is actually done in the United States.

Acknowledgement

I wish to express my sincere gratitude to the State Department of the United States which is primarily responsible for this travel grant; to the Cabinet of the Philippine government for the granting of my official time while abroad; and my special note of indebtedness to Hon. Asuncion A. Perez, Social Welfare Administrator, for recommending my humble self to be the recipient of this travel grant, and to Hon. Dr. Juan Salcedo, Jr., Secretary of the Department of Health of the Philippines, for his kind guidance and orientation.

A debt of gratitude must be expressed to staff members of the Children's Bureau, Federal Security Agency, both in the Central and Regional Offices, and to the State directors of maternal and child health, and to other representatives of public and private organizations for their unsolicited cooperation without which this observation could not have been a success and so profitable.

SERVICES FOR EMOTIONALLY DISTURBED CHILDREN IN INSTITUTIONS

This is the report of a United Nations Fellow from Sweden, a child psychiatrist and director of a training school for delinquent boys. He also serves as supervisor and consultant to approximately 25 training schools of a similar nature. This Fellow travelled widely in the United States, visiting correctional institutions and homes for emotionally disturbed children, as well as child guidance clinics and diagnostic centers. His professional and technical training and experience make valuable his penetrating comparison of American and Swedish points of view and procedures.

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My studies in the United States of America under the auspices of the United Nations concerned the care and treatment of delinquent youth. They took me to the following cities and States: Washington, D. C.; Richmond, Virginia; Philadelphia, Pennsylvania; Trenton, New Jersey; New York and Albany, New York; Los Angeles, Oakland and San Francisco, California; Salem, Woodburn and Portland, Oregon; Seattle, Washington; Topeka, Kansas; and Chicago, Illinois.

In submitting this final report I wish to express my deeply felt gratitude for the opportunity given me to further my knowledge and enhance my experience in this field. Furthermore, I feel very indebted to all the persons I have met and to the institutions I have visited and thank them for the friendliness and hospitality I always met with, and for the invaluable exchange of experience and ideas.

My travels in the United States have been an invigorating and inspiring experience which have led me to see the problems and their social and clinical interrelationships more clearly. I feel therefore the responsibility of bringing to fruition these new experiences in my own institution and in my own country.

The international gains, made possible through the United Nations, are, I feel, of the greatest importance. It is to be deplored, however, that the results of the studies are available to so few. At my own institution in Sweden, I am often visited by United Nations Fellows who make valuable observations and reflections and relate them to their previous experience and knowledge; yet, I have not, to this date, been enabled to see a single report from such a visitor. The same desire to share in such reports I have found expressed in several quarters during my travels. I therefore wish to submit a suggestion that might increase the value of fellowship: why not make readily available these reports to those concerned, by presenting them in published form?

The Swedish government has designated a committee to revise the care of delinquent youth. As a member of this committee, I hope that my studies in the United States will benefit its efforts. Among my professional tasks are included inspection of the treatment in our institutions of delinquent youth and participation in staff training programs. In these, also, my studies can be of some value.

Before entering upon a statement of aspects of my observation useful to my country I will discuss more generally certain delinquency problems stemming from my experience in Sweden and the now culminated study tour in this country. In my position as director of an institution for boys it is only natural that the institutional problems have been of special interest to me.

A different approach to delinquency problems in the United States of America and in Sweden is in evidence, perhaps because of differing historic backgrounds and social structures.

Sweden, on the one hand, is an old country having a homogenous population with only one culture, and has lived at peace since the beginning of the 19th century. The United States of America, on the other hand, is a young country of many races, cultures, and of many religious convictions. It has, as well, had in less than a century one civil war and two world wars. The social problems are therefore more numerous and of larger extent. Sweden has for a long period, and under peaceful circumstances, been able to work with its relatively small problems, whereas the United States of America has in a short time had to solve a great number of very difficult problems. This has put its stamp on the difference in means and approach. In Sweden we can better afford to proceed in a relatively quiet manner, whereas the dilemma of the United States tends to develop a reliance on specific methods.

As concerns the delinquency problem in Sweden the transition has been more and more from a problem of criminal court procedure and treatment in penal institutions, to recognition of social problems which have been delegated to social welfare agencies and their institutions. We have developed a system of many small institutions of a social character which strive to resemble community life. I feel that the United States of America has been forced to use a mass solution, mostly through large institutions, and special clinical methods for the individual case.

The solution that is striven for in the way of social development in Sweden is in the United States sought through psychologic-psychiatric treatment. Hence we see here a fine "teamwork" between social workers, psychologists and psychiatrists. Their work has achieved a high standard while the institution and the institutional life in many places are on a custodial level still. In the last few years the arsenal of treatment methods has been expanded by so-called "group therapy."

In Sweden we still follow social welfare methods and have worked out a system of salaries for youth in our schools for the delinquent, from which these youths pay for food, board and clothing. This is one of the

ways in which we attempt to introduce social and economic understanding into the institutional life. Both the Swedish and American ways are necessary and must supplement each other. If one method is applied exclusively, it happens all too often that when it fails one does not explore the possibility of a solution by the other method. If one is exclusively occupied with a single method, it occurs that one overrates this and conceives of oneself as having found the philosopher's stone. In both Sweden and United States of America I have participated in conferences in institutions of an extreme psychoanalytic orientation, where they have discussed cases. This has many times been an interesting and, at times, fascinating intellectual game, with psychoanalytic abstractions, but the patient himself is too often neglected. Even if the staff, through this method, managed to solve the child's emotional problems, there still remained the serious problem of his readjustment to society.

From what has been said above, strongly confirmed by my experience, it is clear that new forms of institutions are arising both in United States of America and in Sweden. Tendencies in the two countries indicate that in the United States of America the main emphasis is on the clinical approach through individual treatment, in Sweden on the social structure of the institution.

In Sweden our modern development commenced with the improvement of vocational training programs, and exaggerated somewhat the importance of this step as a delinquency corrective factor. At my institution we now increasingly try to involve youths in a responsibility for the total life and work of the institution. In this way we permit them to substitute for staff members with full salaries and responsibility. A sense of responsibility is not something that treads forth of itself, once one has emptied the person of pathologic content. It is my conviction that the training of a sense of responsibility is an essential factor in the process of social rehabilitation.

However, I have found the same tendency towards the development of a social structure and aim in some institutions of a western State. In county forestry camps, the youths performed a needful, socially useful work, identical with the work in other freely recruited camps, the work being paid by the Forestry Department. I am sure that these youths were aware of their worth and social roles. But one may well ask if it is necessary to exclude these delinquent youth from fellowship in the community and its functions to the extent that is prevalent. Is it not more fitting to keep them related to community life under certain regulations?

In one county camp the boys themselves had constructed completely all buildings of that institution and their interest was intensely focussed upon this shared project which for them has become a gratifying experience. From this institution with "minimum security" there has been no instance of a "run-away" for eighteen months.

One may object, here, that these boys are of a selected nature, fitted to the program. This may, however, mean that we are using the best institutions for the simplest cases. The boys considered too difficult for the camps are transferred to very large institutions having more

security, a very regimented existence, and a restricted and artificial way of life. The youths are thus deprived of any opportunity to merge with a social system similar to the community, and this, as a matter of common sense, must lead to an atrophy of social functions.

From this it also follows both in the United States of America and Sweden, that under increased problems of training children and youth, with increased demands on understanding and treatment, one resigns to the difficulties and responds with regressive methods. When, thus, the prosecutors and the courts consider that treatment under modern methods has failed, this treatment is broken off to seek recourse in the more "safe" custodial methods. If, thus, such a case seems too great a problem, it is referred to a less competent authority under which the case may present no problem at all, or may be reduced to a mere technical problem. It seems to me that in the United States of America this is the part taken in proceeding from training school or camp to reformatory. The right way would seem to be to create opportunities for more intensive treatment. Some efforts in this direction were noted.

I have become aware of many special problems in institutions during my journey, and I wish to bring some of them under discussion. Such a problem is the relationship between staff and clients.

I have mentioned above the way interest within an extremely biased ideological outlook touches the problem "around" the case in meeting after meeting, rather than involving itself "with" the case. The "around" vs. "with" is in my opinion a crucial question. It concerns itself not only with the staff members' formal contact with the client, but with the deeper one of developing confidence between them and the sharing of responsibilities by staff member and client.

Another type of relationships may be called diverse contact, which I have observed in large institutions. The larger the institution the more demand for strict organization to avoid chaos. I have seen large, exceedingly well organized, institutions where body, soul and interests of a youth are divided into areas referred to special departments and staff for each area. Such areas have been physical education, psychological interpretations, psychiatric treatments, academic training, vocational training, home life, religion, counseling, parole, etc. Each area of the youth surely receives the best of care as a detail, but with this diverse interest we run the danger of losing the youth as a whole and integrated person. Of course, it may happen that a youth attaches himself emotionally to one staff member and takes personal problems to that person in whom he has confidence but administratively he may be expected to get help with these problems from another staff member, designated to his "case."

I have observed another form of contact, namely, the divided contact. One tries here to maintain the youth as a whole but uses personnel in long shifts so that one person is with him three-and-a-half days of the week, and another the remaining three-and-a-half.

As an expression of the modern view of rearing children I have met with attempts "to meet the needs of the children." To meet the needs of

the children has actually become a catchword and, as such, dangerous, since it invites uncritical generalizations. Aside from this, it hardly contains the whole truth. To meet the child's "need" is undoubtedly very important, but all the needs of a civilized individual are not primary. We can see that some needs also must be created. Such a need, for example, is the need for culture, and most of our youth come from a milieu of cultural poverty. They are not accustomed to good art, music, literature, and other cultural assets. All such things must therefore be incorporated into the institutional structure. A beautiful example of this I found in a midwestern school, where a library in good taste was set up, and where they actually taught the boys appreciation of good literature. I attended a very pleasant library party, with refreshments held for the boys, where there was a lively discussion of literature.

To speak of "meeting a child's needs" in an institution of today sounds peculiar. In an institution one must of necessity violate many of the needs of the youth; for instance, the need of free movement to freely choose activities, etc. Talk of here meeting needs is therefore many times to strain at a gnat and swallow a camel.

The position of religion in institutional life is different in Sweden and the United States of America. In Sweden, religion is part of the curriculum of the academic school, that is to say that pupils under the age of 15 are instructed in religion. For the rest, religious contact consists of incidental occasions provided for by an outside minister.

In the United States of America the churches are vitally involved with institutional life and most of the larger training schools have two full time chaplains. In one there is a Protestant and a Catholic church in the closest proximity. The chaplains conduct religious instructions, as well as care for the spiritual welfare of the youth and staff. In another, the chaplain himself performs the task of introducing the youth to the institution and orienting them in its way of life. In still another, the two chaplains belong to the clinical team.

A factor I have found to be of some value within an institution is the creation of traditions. Ceremonies are important in making ties between youths and with the institution's social life. I have seen ceremonies, directed towards the social development of the youngsters, such as the acceptance of a youth into a "Bond of Honor," granting of a "Citizenship" or other ceremonies honoring the departure or graduation of a boy. In most cases the ceremonies have been impressive and have had an emotional atmosphere that surely must have been effective as a social binder which should not be underestimated.

To make fully clear the trend of my views concerning the delinquency problem in youth it is necessary to give a few words to the role and function of the family in community life as depicted by modern sociologists.

The family structure and function was formerly different from that of the present. Then, within the stronger family limits was contained all social functions, and the family's unity was maintained in the common work of all members. In the family the child thus learned the acceptable social

pattern and that he had responsibility for the common good. Now these social functions have been further and further moved out of the domain of the family so that now children have their social pattern largely set by conditions outside the family.

All this is a slow-moving and inevitable process. Regardless of the fact that the child no longer has the same possibility of a natural development into the community through family life, society makes the same demands on the individual's social behavior.

Functions which previously belonged to the family institution and helped to form desirable social patterns must now be appropriated by some other institutions. It should be clear that for our wayward youth the institutions to which they are sent should further social integration. From this point of view, in my opinion, the social structure and the social functions of the institutions are of extreme importance.

Life within the institution should thus follow the same norms as the community life to which the youth must adapt. Institutional youth, however, have failed to adapt themselves to such a life for one or another reason and the same reason exists as a hindrance to their adaptation to institutional life. Here we must have the clinical part of the institution step in with diagnosis and treatment. In the United States arises the concept "sociopath" for a person with inability to adjust socially. In conformity with this, I would offer the term "sociotherapy" to indicate that therapy which would strengthen the ability for social adjustment. This special therapy would thus in schools for delinquents serve to remove the blocks to adjustment and, also, in view of my observations of group therapy, actively contribute to readjustment by establishing social relationship with the environment.

With this I arrive at the clinical aspect of institutional care which has been of special interest to me. Much more diagnostic work is being done in the United States than in Sweden, both in the institutions themselves and in special clinics. The psychological tests that I have frequently observed are projective, the interpretation is based on the psychoanalytic ideology. I did not, however, see much ot other tests where one seeks the more basic and primarily organically determined abilities. These tests are, in my opinion, valuable for treatment as well as for vocational guidance and predictions of what characteristics may later develop. I also believe that these tests contribute in keeping the diagnostic thinking down to earth.

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Diagnostic work should be followed by adequate treatment but one sees all too often a lag between diagnosis and therapy. In Sweden this lag is less, among other reasons, because the diagnostic effort is not so elaborate. The diagnostic branch is quite new on the institutional tree and the institution functions in many ways on old principles. It therefore happens that therapeutic and disciplinary measures conflict. The nature of the institution itself often counteracts the therapy.

In the institutions I visited, the special therapy for the greater part consisted of individual therapeutic sessions, sometimes under the name of "counseling." A few institutions employed Carl Rogers' technique of counseling. To this I found also some crisis therapy used in which the therapist touches upon points in a boy's life in order to provoke a crisis, following which the boy is left to himself to achieve his own maturity.

The method that most attracted my interest was "group therapy." I found much diverging opinion about this form of therapy and it was everywhere found in its experimental stages. It has been introduced in several jails and with groups of selected boys in certain institutions for youth. A large group therapy project, assisted by psychiatrists from a neighboring clinic, had been started in one school. Further, I participated in many group therapy sessions in several hospitals and in discussions about group therapy.

Nowhere did one dare to pronounce an evaluation of the treatment as to which cases were amenable for this type of therapy, and which technique was most suitable to a case in question. Some considered institutional life in itself to be a form of group therapy and as such sufficient. Others considered that a special group therapy has a certain value but there was discussion as to what this value could be. The extremely psychoanalytically oriented workers considered the form of therapy to be depth analysis intended to resolve the individual's neurotic conflicts. Again, others felt that one should be satisfied with creating an acceptable social relationship between the clientele of the group whereby they could learn to live together with others. This in itself is an important aim in the treatment of asocial youth.

In the group therapy sessions I attended, the techniques have varied with the same frequency as the variation in therapists. For example, leaders demonstrated different degrees of activity in therapy or passivity; discussions in therapy might be sessions rather freely developed or were around one topic. In some sessions psychodramatic technique was employed in some form. Considering what I have observed, I would like to make a few reflections.

Some of the clients I saw seemed to have been too emotionally immature to benefit from this group therapy without first, under individual treatment, having become attached to an adult. The younger clients often found themselves at a stage of development too concrete to reach insights on a verbal level. The method of group discussions seems to me to be more applicable to older persons capable of higher levels of abstractions. For children I feel they would be better served by concrete group activity rather than by group therapy.

Sometimes a staff member having more close contact with the client had not been initiated into the purpose and results of the therapy and so handled the phenomena called forth by the therapy in a disciplinary way. It also sometimes happened that clients were absent from sessions because they were locked up for disciplinary reasons. We see then that often those clients who perhaps needed treatment the most were excluded from it for disciplinary reasons.

In summarizing my impressions from what I have experienced of group therapy I would say that the method has some value as intensified sociotherapy of resistant cases. After my return to Sweden I intend to introduce it in some form in my own institution and will try thereby to stimulate emulation by other institutions.

Among the manifold impressions and experiences during my journey, some have crystallized as being of primary importance and I have tried to fit these into my general view.

That which has made the strongest impression on me in the United States of America is not the small advanced institutions in good financial position, but the hard work being done by progressive superintendents to "put new wine in old bottles"; to see how they, with the hampering burden of an old institution, try to find new ways to carry out their ideas.

In the Eastern States the tendency was to give the boys more freedom and to give some contacts with the community. In a midwestern institution, the superintendent planned to build smaller cottages and to group the workshops and other shops along a street, thus creating a small town as basis for a more normal life. On the west coast, a superintendent had begun to cut down the number of boys in the institution and was creating new outside facilities more suitable for the rehabilitation of the various kinds of boys. This was a very interesting program and there had already been built a camp at the sea, where the boys worked for the Park Department. There were also many "work homes" in the institution. The meaning is to make the school as a central institution with differentiated outside facilities.

I also visited many private smaller institutions committed to a special psychological ideology, working with disturbed, and sometimes delinquent, children. In these institutions they did not have the same outside pressure from governmental authorities and public opinion as they do in the public institutions. The Director sometimes was a European who had fled from a ruthless and hateful regime. One had the feeling that these Directors, in their treatment, tried to give the children a sense of security they had been longing for themselves. This, however, may make the children too dependent, unable to withstand a social infection.

Owing to my own work, I, of course, have had the greatest interest in the study of boys' schools. But from what I have seen from corresponding schools for girls, it is evident that the vocational training in the United States schools is more comprehensive, and even better, than in Sweden. There, we should imitate the American schools.

In work with delinquent youth, one must regard many factors. It is impossible, even risky, to force progress too impatiently. It is a slowly progressing process, and knowing the dynamics of this process we can follow certain trends towards constructive development.

Should I from my present experiences, from a positive as well as from a negative nature, venture upon indicating some tendencies for this reform work in my own country they would be:

1. To combine the development of structure and function within the institutions toward that of the community life. To more and more involve the pupils in the responsibility for the tasks and life within the institutions. To investigate the possibilities of treating the youth in close contact to the community and its duties.

2. To develop and increase the influence of the clinical part of the youth care, giving more room to diagnostic work and psychological-psychiatric treatment with special regard to new methods such as group therapy.

3. To develop a more comprehensive vocational training in the institution for girls.

4. To create facilities within "social welfare" for further treatment of cases, up to now, not suited for its institutions.

5. To raise the age limit for imprisonment.

SERVICES FOR JUVENILE DELINQUENTS

Through the U. S. Cultural Exchange Program a young policewoman from the police department of a large German city had a 6 months' period of observation in the United States. Her field was the prevention of juvenile delinquency. Her schedule of visits included police departments, juvenile bureaus and various types of public and private child caring agencies, and community services in behalf of youth.

Added to her final report, given below, are a few paragraphs from a letter written to a supervisor before she left the United States. They express her appreciation of and gratitude for her experience.

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My study project is called "Prevention of Juvenile Delinquency." I had the wonderful opportunity to go from coast to coast and to get information in the various parts of this country. I spent some time in the East, some time in the Middle West, and went finally to Seattle, Washington. I tried to cover in this 6-months period all fields connected with the idea "Prevention of Juvenile Delinquency," as far as I could do it. I spent some time in public and private welfare and child serving agencies, in public and private child caring institutions, in juvenile courts and probation departments, in police departments, community centers and other recreation-providing agencies as well as with some voluntary youth organizations.

May I suggest first that one of the most important experiences has been to learn that American and German social workers have at least in the basic ideas the same attitudes towards their jobs and towards the people they care for. We have many common experiences so far as juvenile delinquents are concerned, the fact that unstable families, uncontrolled and undisciplined environments, and sometimes, also, unable parents, often are the causes of the trouble a child gets into. However, I found that this word "delinquency" is used here in the United States in a much broader sense than we do over there. I for myself hate this word at all. But I learned that the public will listen more to us and do a little more for our children and juveniles when we interpret their troubles and difficulties as "delinquent" or "pre-delinquent." But I am sure that as time goes on the public will recognize that they have to provide good services for all children who cannot work out their own problems by themselves, regardless of whether this child's problem has already become delinquent behavior or not.

I have worked for almost six years in a police department, and my daily experiences have showed me long ago that a good prevention program must reach the entire life of a child and juvenile. I might say that the

children live nearly three lives: in their own homes, in schools and, in their free time, wherever they may go for recreation. I certainly was interested to learn that here there is much effort to combine and extend programs of different agencies, youth organizations and citizen's groups interested in our children's well being. Social workers, case workers, people working in community centers and youth councils work together, bound together by their common interest in children. I may mention for instance the coordinating work of a Health and Welfare Council. It is a voluntary conference consisting of prominent citizens, representatives of social agencies and youth organizations like Scouts. This agency, attached to the Community Chest and financed by it, tries to coordinate the programs of the membership agencies, tries to encourage each one of them to extend their programs and their activities and gives also advice and counsel if necessary. I know that in many other communities all over the country similar groups exist, serving the same purpose, and I believe this is a helpful plan not only for the children and juveniles in need, but also for the entire community which shares the responsibility and becomes familiar with actual social problems.

I observed that community centers and neighborhood houses often have an important role in this whole field of prevention, particularly as far as citizen education and recreation programs are concerned. I certainly recognize the tremendous job done by these institutions, but I have still one question on my mind, which I raised not only since I'm here but also long ago, and that is, do we do enough to build better families and help them to adjust themselves, and to enjoy themselves, to create a healthy, happy family life? To express myself better, an example: Will these people, parents and juveniles, who participate in recreation programs in a community center, be able to spend a whole rainy Sunday just in their own homes, having fun and a good time just being in their homes without having to go out or to look for an out-of-home program and entertainment? I discussed this question frequently with many group workers and one of them told me that they are trying to work towards this goal. As an expression of their policy they keep one neighborhood house closed on Saturdays and Sundays.

Looking over my schedule during my stay in America, I notice I spent quite a remarkable time in juvenile courts and probation departments attached to the court. I had to learn first that juvenile courts in America have a different organization and jurisdiction than the juvenile courts at the present time in Germany. Over there a juvenile court is part of the regular crime court with jurisdiction for all juveniles from 14 to 18 years who are involved in a criminal case. I learned about the general importance juvenile courts have here, and I was indeed impressed by the most informal and warm understanding way in which experienced judges handle juvenile cases. Juvenile courts and the attached probation departments have indeed an important influence in the whole juvenile work here. The idea of a probation system is not strange to me, knowing our juvenile welfare law and juvenile court law. But I must say that the probation worker here can do and does a more effective work than our social worker can do because of too heavy caseloads.

Juvenile courts and attached probation departments are only some of the agencies dealing with juveniles in trouble in this country. Public and private agencies participate also in this important work, and without close relation and cooperation between all interested in juveniles, agencies, institutions and citizens, the war against juvenile delinquency will not be successful. I learned while I have been in the United States of America that local agencies, State agencies and even Federal agencies deal and work together for the benefit of the children and juveniles they are concerned about. It seems to be an important factor that the basic responsibility rests on local levels, that State and Federal agencies act only in an advising capacity and, insofar as State or Federal funds are used. First, I wondered how the local agencies would respond to this method. But the longer I observed the more I learned that local agencies accept this participation of State and Federal agencies as quite natural and even welcome it.

The same is true regarding the cooperation between public and private welfare and child placing and child serving agencies. I was astonished, at least during the first months of my visit, to see that State Departments of Public Welfare licensed private agencies and institutions. But, bit by bit, I realized that private agencies respect the State's rights to set standards and to see that these standards are met by agencies and institutions. Although these methods are to a certain extent a supervisory action, agencies accept it and try to keep an above-standard level in their policies and programs. On the other hand, State Departments of Public Welfare and also the Children's Bureau of the Federal Security Agency through its field representatives encourage private agencies and institutions to continue their programs or to develop new programs. So I believe that there is indeed quite a flexible relation between public and private agencies.

As a policewoman for almost six years, I know from my own experience that police officers are very often the persons who learn to know first about an out-of-law activity of the one or other youngster. Police departments and public and private agencies should have very good relations toward each other. There should be no fight about jurisdiction and no question about it. From this point of view, I certainly was very much interested in the well planned and organized training program which has been set up for the members of the Juvenile Division of Chicago's Park Police. I know from my own experience and from what I learned in the various women's bureaus of police departments that women officers are usually trained social workers with experience in the field of social work itself. They have therefore an understanding of the work of special agencies and they usually try to keep a good relationship with the concerned agencies. But, generally speaking, there is often a feeling on the one or other side, and it seems to me important to break down these divisions by a good training for all in social welfare and juvenile work. It may sound strange to someone who reads this report that I think so strongly about this point, but I believe that the full training of juvenile officers in police departments and other agencies is one of the basic requirements for an effective job. I hope to be able to interpret these ideas particularly as soon as I get back to Germany. I'll do my

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very best to work with many other professional people in this field. I believe that as more time goes on the higher police officers in Germany will also recognize that it would be helpful to train some male officers particularly for working with juveniles, mostly adolescent boys. Because they probably are not now trained social workers they would gain much experience and knowledge by such a training, and, from the viewpoint of an ordinary social worker, it would be helpful to all to work together, to learn together and for social workers to associate more with such assigned officers. I regard my own job mostly as a "net job," in the meaning that we shall report the children to the agencies as soon as the children actually get into trouble, so that social and case work agencies may be able to start early on their work with these children.

Knowing that we shall always have some children and some cases where the best case work service is not the solution, I was interested in seeing institutions, public and private. I learned that in most of the institutions they seek to develop an educational program for the individual child according to his needs and capacity. There is no question but that in this regard psychiatric and psychologic sciences are of great importance in helping to recognize where the difficulties originate, what could be done for the child, and what assistance is necessary. Basically, I found that set-up, training of staff and so forth, do not differ too much from the theoretical requirements, at least, in Germany. In Minnesota I had opportunities to observe and to discuss the fairly new set-up of the Youth Conservation Commission which is similar to California's Youth Authority. It was astonishing to me to learn of this commission's important jurisdiction. Under the present law a judge may commit a child or juvenile to the Youth Conservation Commission and not any more as in earlier years to the one or other State Training Schools. Both State Training Schools are now under this Youth Conservation Commission, and one of the first changes was to have set up Reception Centers where the newly committed child stays for a relatively short period of time, observed and studied by experienced psychologists, psychiatric trained social workers, case workers and so forth. After this period, the Commission, which has official and ex officio members, decides what is to happen further with a child or juvenile. But, in any case, one probation officer is assigned to each committed child, as soon as the commitment takes place. I see in this the important fact that this child has someone to share with him, whose job it is to help him work out his problems and, where necessary, to interpret his needs to parents and own community. These probation officers who must have a small caseload, work with these children while they are in the institution, while they are placed in a carefully selected foster home or even returned to their own families or after they are released from the State Training School on parole. I should like to say that this job is indeed, like all case work with juveniles, supposed to be a guardian angel service and is a very important one.

Although I have many things more to say about my experiences, I am unable to compress it all in one short statement. May I at least mention that I was glad to visit juvenile detention homes in the various parts of the country. I was also glad to visit different types of "Crime Prevention Bureaus" and "Crime Prevention Divisions." These various types of

organizations are certainly most important to me. The Crime Prevention Bureau in Chicago, a fairly new set-up, consists of members of various law enforcement agencies, interested citizens and press reporters. The workers in this agency make surveys in particular fields, such as dope addiction, sex crimes, and so on, and try to work out some programs to meet these problems according to the result of their studies. They realize the importance of interpreting their studies to the public, of informing the public about the different subjects, of encouraging the public to share the responsibility of preventing more crime in one or another field. They certainly try to make people recognize where the dangers come from. Chicago has had for many years an agency which served in the field of prevention of juvenile delinquency. The agency is called "Juvenile Protective Association." This agency, which does not do case work, makes studies and makes recommendations to law enforcement agencies about the causes behind the problems discovered. I believe that both set-ups are of importance and both will continue their field work. The other Crime Prevention Division I saw consists of the women's bureau, the juvenile girls' section, the juvenile boys' section and the public relations section. From the viewpoint of a policewoman, I think this set-up does a very good job, concentrating the whole juvenile concerns in one division, and connecting it at the same time with a public relations staff which is able to interpret in a very special way the communities' responsibilities and problems to the public.

To give now a conclusion about my professional experiences, I must state that all programs have been very well arranged, and thanks to the kindness of all local sponsors I was able to get a very good insight into their problems.

I may state too that I was often quite critical and I'm happy that all people I met gave me opportunities to discuss my questions fairly and frankly.

And last, but not least, I want just to add a few words about my experience regarding the social life here in America. I was very happy and grateful that I could be so often with families and observe what American family life is like. On the other hand, I very much enjoyed seeing that many things are done for the people. Let me just mention the many facilities for cultural education, facilities that everyone can make use of: galleries, museums, concerts without charge, etc. These are only some of the points I picked out as new for me when I came over. I cannot express my gratitude that I had this wonderful opportunity. I learned many things for my professional work and I certainly enjoyed it. On the other hand, I am as happy as I can possibly be for all the personal friendships I made and the feeling that we people have met each other and will meet each other more and more to learn from each other and about each other. This gives me much hope for the future. Personal friendships and human relations are things which endure throughout lifetimes.

May I close this report and repeat again my deepest appreciation for all kindness and help I found and express my best thanks to everyone who participated providing care for us.

Extract from letter:-

Dear Miss - - - - - - :

I take advantage to say to you now at the end of my stay in your wonderful and generous country how happy I have been here. I like to ask you to give my best compliments to everyone who took care of us too and to tell them I'm more than thankful for this wonderful opportunity which is once in a lifetime. I know we have to thank in the first line the State Department for arranging this whole program but on the other hand our study trips would not have been so pleasant and so full of success without all your personal efforts for us. I thank you very much for all this. I don't see any other and any better way to express my feeling than just to tell that we'll do our very best working for and in our own country, experienced and trained by the observations and discussions granted to us here in the United States of America.
You cannot imagine how much I appreciated your kindness and help and I only wish you may be able to continue this wonderful program for a long time not only for us Germans but also for many other people interested in children's welfare and in a way of free democratic life.

SOCIAL INSURANCE I

A brief period of the observation and study of some of the social insurance program in the United States was provided through the Army Reorientation Program in 1950 for a Japanese official. He has been associated for many years with various insurance boards and bureaus in his own country and now holds an important post in the Statistical and Actuarial Section of the Insurance Bureau in the Ministry of Welfare. His interests here were therefore both in the public welfare and social insurance fields.

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There are two ways for a foreign visitor to study a special subject in this country. The first way is to study and investigate the principle, organization and technical procedure of the given subject in detail. It would be impossible to attain this purpose in a limited period of study. The other way is to study and observe various circumstances around a given subject, because the whole is affected by many functions, the Constitution, the peoples' will and so on, and, also, by the country's historical progress. I prefer the latter way.

Social Security means security of economic life against the needs which arise in ordinary life. Also the meaning of "security" in this country is the peoples' well-being. Therefore, various social security plans here have close relationship to the peoples' daily life.

I. General Impression

Since I came to this country I have had many impressions because this is the first time I have ever been abroad, but among them I believe the four following points are most important:

(1) American people have a good custom of respecting and obeying the social order and doing their best in their job. I suppose that is not significant, no more than an ordinary matter to the people of this country. But I feel this is a very important point. This makes them live their life simply, with less unnecessary exhaustion of their energy. This makes them have more time to use efficiently and pleasantly. I believe this is the result of education and of placing stress on social morality and on training how to live as a member of the American society. This is one of the fundamental grounds of American democracy.

(2) In this country, when a problem is met, Americans discuss, study and analyze and when it is decided to put something in practice, they do their best for continuous improvement and the complete carrying out of the purpose of the program, so that it will be for the people's welfare and economic development of the nation.

(3) Another impression is the influence of the decentralized form of government. The Federal-State relation is very interesting. Each State is financially self-supporting. The Federal Government has no right to control State government. The Federal Government recommends a minimum standard for the people's welfare and seeks to promote it in each State. The State has a similar relationship to each county in the State.

(4) Through my observation of the administration of the Old-Age and Survivors Insurance Plan, its Central Office, its Regional Offices and Field Offices, I had a strong impression that the Government operates to give the best service to its people. There are six area offices for the purpose of claim operation, 10 regional offices and 478 field offices under the supervision of the Central Bureau in Baltimore; the regional offices are also under the supervision of Social Security Administration. The Central Bureau consists of two parts--staff division and program operation divisions. The staff divisions are in charge of the study and analysis of the development and adequacy of the program, training, supervision of personnel problems, development and improvement of program procedure, and program divisions are in charge of wage-record-keeping, the education and information to the people and the provision of service for the people through local offices. In these various functions of the administration the following details were most interesting to me:-

(a) That various ways of making the program better for the people are being studied and analyzed by various specialists.

(b) That there is a range of in-service training plans to make Government employees well-informed about the whole conception and operation of the program; and also the study of the workloads of employees through scientific investigation in order to prepare the budget as well as for many other purposes. It is very interesting to note the promotion or change of personnel through periodical merit rating.

(c) That a visible-index and wage-record-keeping system is maintained. This is one of the most interesting matters from the viewpoint of the social insurance business. Under the present benefit regulations in which the amount of benefits is computed on the basis of an average wage through the total labor-wage-period, the function of complete wage-record-keeping is the most important responsibility of Government. There may be some complication in the operation which I cannot find out in my short stay, but I feel it is a necessary and sufficient operation, and especially I like the American sense of respect for the right of people in the operation and the use of many employees and machines for the progress of this purpose. In respect of record-keeping I heard there are two problems; one is the volume of work, and another is the burden on employers to present the tax return. These are very complicated problems, but in respect of the latter problem, I saw practical procedure of making tax returns in the employers' offices. One is Fuju trading company in Chicago which has 40 employees; it said it is no trouble to make a tax return. The other is Magnavox Company which has about 5,000 employees, and the

tax return for each quarter is performed only by 2 or 3 hours' operation by the help of IBM machines, between their ordinary business processes, because they have their own wage study plan.

(d) Among the three kinds of local offices I saw, such as the Area Office, the Regional Office which is in charge of supervision of Field Offices, and the Field Office, the functions of which are education and information of the people, the issuing of account numbers and receiving and making original determinations on the application of claimants, I found the Field Office of most interest. The duty of each employee in the Field Office - the claims assistant, receptionist, and the field representative - is to meet and guide each applicant. I have attended an interview between a claims assistant and applicant at the Field Office and I saw how the claims assistant explained kindly the OASI plan and procedure of application in detail to the applicant and then filled in the application forms in his own hand. I have the strong impression that the whole function of the Field Office is the service of the people and to make this service convenient to them.

My impression is that the whole operation is based on the fundamental idea of making the plan better and of providing the best service to the people.

(e) Above is stated my strongest impressions, and in addition are these:

Each person has a clear field of work for which to be responsible.

Most persons, both male and female, like their work.

It seems there is almost no discrimination in the position of race, sex and by age, and they do everything freely.

I am afraid you feel after hearing my impressions that I have tried only to praise your country. But in my case it is very difficult to find a concrete bad impression, because, although I had some unfavorable experiences, they were only an individual matter and I cannot call them a bad impression of the whole.

II. Pension Plan

There are three important pension plans in this country, the Old-Age and Survivors' Insurance system, the Railroad Retirement Fund and Civil Service Retirement Fund; also there are many pension plans for the employees of State and local governments and the employees of private and public agencies. It was very fortunate that I was studying the OASI plan when President Truman signed the new bill which produces the greatest change since the Act was enacted in 1935. The principal changes are (1) the extension of coverage to self-employed, regularly employed farm and domestic workers as of January 1, 1951, and (2) an increase of amount of benefits.

(1) Benefit regulation in OASI plan.

The amount of benefit is based, I believe, upon the idea that the benefits should have a connection with both the average wage during the covered age, and present living cost. The definition of average wage is very interesting. This is totally different from that of European type of social insurance, in which the average wage means the quotient obtained by dividing the total wage paid to insured during covered period by total covered period. I believe the American definition of average monthly wage is a more reasonable one compared to that of the European type, because it is based upon the idea that the individual's economic security for old age should be appropriated from total income during the labor age, partly from the OASI plan and partly from the total income during the uncovered period. Low average monthly wage workers get higher monthly benefits in relation to their average wages than those whose monthly average wages are higher, according to the formula used to calculate the monthly benefit.

(2) Financial organization of OASI Plan.

The financial organization of OASI plan is on a self-supporting basis. The total expense of administration and benefits is appropriated by Congress from the Trust Fund made up from the Social Security Tax contributed equally by employers and employees.

The financial organization has special features. The Congress provided that the OASI Trust Fund should be self-supporting. Some people question the Trust Fund's accumulation of a large amount of reserve for the reason that they think it will have an unfavorable influence on the free economy and also because the reserve fund is invested only in the Federal Government's financial security, and that there it does not participate in or promote production. In respect to the principle of OASI financing, there are many different views. Here are listed some:

(a) It is based on a perfect reserve system (modified by pressures from the people on Congress).

(b) It is a transitional plan to transfer pay-as-you-go system with accumulating fund as a contingency fund in the future.

(c) It is a mixed plan with reserve system and pay-as-you-go system, also with some expectation of Federal subsidy in the future. But since the Congress decided the financial organization should be self-supporting, the financing principle is also the combination of reason and practice. However the tax rate should be raised considerably higher for future insured, the reason being (a) present low rates are fixed regardless of the amount of benefit which the insured would receive, (b) the transitional workers (those whose ages were over the minimum age when the law was enacted or in the time extended the coverage for the "new start") get same amount of benefits as that of new entrants regardless of the comparatively short covered period, (c) the amount of benefits should be raised when the cost of living is increased regardless of the amount of tax paid in the past.

Therefore, the Federal subsidy will become a question, at least, when the tax rate exceeds the rate of actuarial contribution, and this is not only an actuarial problem, but also an individual economic problem. The possibility of Federal subsidy is largely increased because the equity of appropriating a Federal subsidy to OASI is increased by the extension of coverage, and also the increase in amount of benefits and the extension of coverage will reduce the future expense of Public Assistance and allied service.

(3) Civil Service Retirement Fund and Railroad Retirement Fund

(a) The financial principle of both plans is based on a full reserve system; therefore, the total rate of contributions is calculated on the same actuarial principle. However, the method of sharing the contribution between employer and employee shows that the character of both systems is quite different.

(b) The coordination between these plans and OASI plan is an important question. There is not coordination between them now except that the survivor benefits under R.R. Plan and OASI Plan are based on combined earnings under both systems. The chief reasons that those plans are not coordinated are (1) there are considerable differences in the amount of benefits. (2) The OASI plan does not provide the disability benefit as yet.

III. Health Insurance

There is no compulsory health insurance in this country. Several years ago a National Health Insurance plan was prepared by the Federal Government. Present programs for medical care (including hospital and surgical expense) consist of (1) various kinds of voluntary health insurance plans and (2) assistance under a public welfare plan in each State carried on by each county, township relief trustees (or similar local officials), and private agency relief (almost all of these have relations with a Community Chest). The voluntary Health Insurance measures consist of three main categories--commercial life insurance, Blue Cross Plan for hospitalization, and plans sponsored by medical societies and various other organizations. It seems that these plans are being carried on without any trouble because the health insurance plan in commercial life insurance is based upon an indemnity system and other plans have a close relation to a group of doctors and hospitals who have agreed to join the plan. Some of those who cannot pay the whole or part of the expense of medical care are provided with medical and allied service by State public welfare departments, township relief, and private agencies through a means test.

Arguments I heard against health insurance follow: The main reasons given were (1) under compulsory health insurance neither patient nor practitioner would need to give any thought to cost, then there might be abuse of service from both sides, also the public cost of grant-in-aid system would be far less than the public cost of compulsory health insurance.

(2) The quality of service will go down because of the difficulty to find an adequate method of compensating practitioners.

(3) It is difficult to coordinate the different medical customs of all 48 States under one system.

(4) The reason advanced for not setting up compulsory health insurance is that the present combined functions of voluntary health insurance and public welfare are sufficient. There is a recent rapid growth of voluntary health insurance. It reflects the increase of peoples' need for protection against sickness but there are many individuals who cannot join any voluntary plan by reason of low income. According to statistics shown, the distribution of families by their yearly income in 1948 is as follows:

Annual Income (in dollars)	Millions of Families	% of Families
0-1000	4.0	10.6
1000-2000	5.6	14.5
2000-3000	8.0	20.8
3000	20.9	54.1
Total	38.5	100.0

IV. I have many more impressions in the field of my study. For instance:-

I have seen the International Business Machines in operation. I found their use results in low expense, accuracy and speed, and avoids meaningless exhaustion of manpower. They also help furnish many statistics.

The Unemployment Compensation Plan is carried on by each State except in the case of railroad workers which is carried on by the Railroad Retirement Board, a Federal system.

The principle of Federal sharing in financing State's public welfare plan and the reimbursement by State to county is also interesting.

As to statistics, I saw in the OASI the very valuable statistics of employer and employees' work status which could not be compiled other than through the OASI procedure; there are many kinds of statistics and studies in each agency.

V. Impression of a small midwestern city.

It is very profitable for me that I had several days in a small city in the Middle West. There I had a chance to observe several schools--from kindergarten through high school (both church schools and public schools), and a parent-teachers association. I went to church and a private home and I also saw the layout of the city, residence district, parks, roads, and so on. When I stayed in only the largest cities, especially New York and Chicago, I felt somewhat confused in my impressions of American life. However, I had many other impressions in the Midwest and I feel I understand

American life better. I saw the quiet atmosphere of the city and its inhabitants. Housing is quite different from that of a large city--about 85% of the total families own their homes. There are many churches and almost all of the people go to church. I saw some social work of churches. I learned something of the early life and social training of children. And I found difference in the manner and form of daily life from that of a large city. All these things produced in me a very worth-while understanding of this country, and I believe it is necessary to see not only large cities but also smaller places when the program allows it.

SOCIAL INSURANCE II

In 1951 a team of Junior Administrators from Haiti were sent to the United States to study the detailed operations of several large funds or departments concerned with social insurance. They are to administer the newly established Workmen's Compensation Law of Haiti. The administrator making this report was one of those who studied in the United States and Puerto Rico and went to Mexico where he could see a sickness insurance program not available here. It is of interest that a high degree of flexibility was possible in planning for this group so that they could be sent both to another country and to have an area less industrialized than the mainland of the United States and offering less contrast to the situation in Haiti.

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I. Organizations on the United States mainland

The Group Health Association of Washington is a private organization which acts as a cooperative. The main purpose of this organization is to set up a comprehensive care program. Two principles are involved: prepayment of insurance and the availability of a wide range of medical specialist care. It covers private industries as well as public employers on a voluntary basis. The association employs thirty (30) physicians for 19,000 people. No money is allowed paid to members, but the sick person may go to a physician of his own choice. The requirements are such that the Plan hires specialists of the highest standards. The program runs its own clinics. A fixed contribution of four dollars ($4.00) is required from each member and an additional $2.75 for each of his children, up to three (3) children. A weak point of this system appears to me to be that since the member has a right to select his own physician and that no particular number is assigned to each physician, it may happen that one physician will have an overload of patients at one time. The only restriction to eligibility of membership is that one must be a member of an employed group and also must have had a physical examination involving his medical history.

The members participate in the organization of the Association. They elect nine (9) members who form a Board of Trustees, without salary. The Board determines the basis policies and elects a Committee to consider complaints. The Claim Committee acts as an Appeal Body. Dental service is not included in the medical services. However, the costs of such medical service are a little less than those charged in the community as a whole. The Association hires the service of private hospitals for their sick patients when necessary.

The Health Insurance Plan of Greater New York is a private, voluntary plan. Employers pay half of the premium. Occasionally the employer pays

the full contribution, sometimes the employees and the trade-unions pay half-and-half. The whole family of the employed person is covered. But at the same time the employee subscribes to the Blue Cross, a hospital insurance program.

Comprehensive medical care is provided, except when the subscriber calls a doctor after 8 p.m. Certain classes of medicines, such as penicillin injections, must also be paid by the subscriber.

There are a total of thirty medical centers in the Plan scattered around New York City. The subscriber must limit his choice to a doctor who lives in his area. Every center or group contains a general practitioner and various specialists. Usually the family's own doctor is a general practitioner; when the case needs more special attention, the subscriber is sent to a specialist. The general practitioners have office hours either in the Center or at home.

No physical examination is required to establish eligibility of membership in the Plan. Each group forms an autonomous entity. The only relationship of the headquarters with the groups is supervisory and advisory.

A special Service Fund provides payment for all visiting nurses and superspecialists.

Members of the medical groups are legal partners. Each partnership is independent. Headquarters will interfere only insofar as medical standards are not observed. Physicians are hired by the Center only when they are approved by the Medical Control Board of the Plan which consists of representatives of the Medical Academy, Health Insurance Plans Board of Directors, and the New York City Health Department.

Regulations prescribe that three-fourths of the physicians in these groups must be legal partners. The advantage of working as a group are: that the patients get all the medical benefits in one trip; that the doctors have all equipment at hand. The physicians have the right of working in their home, but they are required to spend some hours at the Center. Ambulance service is provided to take the patients from home to hospital. The Health Insurance Plan does not own an ambulance service but it hires the service of a private ambulance company, which is less expensive.

Visiting nursing is provided in the contract and that service is prescribed by the doctor. This is intended to promote preventive medicine. The Central Fund contributes 80% and the Group contributes 20% to the cost of the visiting nurse program. The nursing service costs $0.10 per capita. One nurse will cover easily 2,000 people.

The primary purpose of the Ohio Workmen's Compensation Law is to insure to the injured workers certainty of payment of compensation in order that they and their dependents may be saved from actual want; and to place the responsibility for accidental injuries, occupational diseases, and deaths arising out of and in the course of employment on the industries

themselves instead of permitting the cost of this industrial burden to be placed upon the public. The cost of such compensation and attendant medical care is assessed against the class of industries in which the accidents and diseases arise, and is passed on to the consumers in the same manner as other production costs.

Exclusive authority to insure employers against liability for injuries and diseases suffered by employees in their employment is vested by law in the State Insurance Fund. That fund is administered by the Industrial Commission of Ohio, probably the largest carrier of workmen's compensation insurance in the world. Its assets (cash and bonds) total nearly $169,815,313.65. Approximately 97,136 private and 5,000 public employers (taxing districts) pay into the fund annually premiums totaling about $31,000,000.00. There are about 177 self-insurers operating in Ohio. These three groups furnish protection to an estimated 3,000,000 employees.

Prior to the enactment of the Ohio workmen's compensation law, unfortunate persons who were injured in the course of their employment were required to look to the Courts for relief. The Courts were crowded with other litigation and considerable delay was experienced. During this delay the injured workmen, in many cases, had no income, which brought about many hardships.

The Workmen's Compensation Law of Ohio requires every employer who employs three or more persons regularly to comply with its terms. However, all employers are afforded coverage. Every dollar of premium collected from the employer is devoted to the primary purpose of protection of the workman. During the existence of the Ohio Industrial Commission, covering a period of 40 years, not one dollar has been lost to the worker or the employer under the administration of the Commission.

The breadth of the Ohio Workmen's Compensation Act is shown by the fact that the injured workman receives compensation, even though the employer has failed to pay premiums into the State Insurance Fund, and this is done by a liberal interpretation of the law.

In the administration of the Ohio Workmen's Compensation Law the factor of profit is not involved, leaving more funds with which to pay the injured workman. Substantial savings are provided to the employer because the cost of administration is paid from the general tax fund. The Industrial Commission's personnel includes a number of persons who have become specialists in workmen's compensation matters. Its field has been extended from time to time by increasing the benefits paid Ohio workmen and by bringing approximately all employed persons within its jurisdiction.

II. Mexico

The Social Security Law of Mexico differs from that of the other countries in that it covers not only work-connected accidents and professional diseases but also nonprofessional sickness and maternity, invalidity, old age, death and retirement. The Law is compulsory and covers everybody, except when the employer has his spouse, parents, and children less than 16 years old working for him. It is the duty of the employer to

register himself together with his employees. Cash benefits will not be paid to the beneficiary if he has been imprisoned more than thirty days. However, compensation will be paid to his dependents.

The statistics on medical service are given considerable importance and deserve some particular consideration. The Institute has its own clinics and hospitals. Each clinic includes physicians who are specialists. The clinics are so located that they are near the working centers. The hospitals or sanatoria are more or less specialized. In connection with the Mexican Plan it is to be noticed that the number of out-patients tends to increase enormously and to exceed the normal capacity for which the clinics were constructed. The Institute has also its blood bank and its central pharmacy for the clinics which do not have their own pharmacy.

Each clinic is also provided with a bio-statistician who makes records of the injury and maintains the clinical archives. The importance given to bio-statistics will permit the compilation of data on medical, social and economic conditions of the population which will serve as a guide in the making of an accurate plan to protect more effectively the workers and their families, upon the health of whom rests the economic welfare of the country.

Some companies also maintain private doctors who furnish first-aid treatment to the injured workers before they are sent to a clinic or a hospital. These physicians receive their usual salary from the company, plus a fee from the Institute. This duplication of medical care tends to increase the cost of medical services; but, on the other hand, it may also prevent the injury from becoming complicated and thereby may diminish the accident cost for that particular enterprise, since the physician is always available. The clinics and hospitals of the Mexicans are very modern and as well equipped and organized as those of the Hospital Insurance Plan in New York or the Group Health Association in Washington, D. C.

Preventive Medicine is also stressed. Free injections are given in the clinics on certain days of the week. Dental care is also provided in the clinics.

The problem of finding a sufficient number of physicians for the adequate operation of the clinics and hospitals has been confronted by the Mexican Plan, just as in any other place. The physicians work four hours daily; each clinic has a three-turn service daily. They are hired on a salary basis. The Institute also has a maternity hospital located in Mexico City.

III. Fondo del Seguro del Estado de Puerto Rico

The Puerto Rican System seems to be more applicable to Haiti. Mainly because, like Haiti, Puerto Rico is a small overpopulated country. The experience we had in the United States and elsewhere makes us feel that their application of Social Security should be our ideal, but the Puerto Rican plan is more readily adaptable to our own possibilities. The Workmen's Compensation Law of Puerto Rico is compulsory and covers agriculture, private industry, commerce. Whereas it has not been possible to cover

agriculture in many countries, the State Fund of Puerto Rico has been able to do so successfully and it is hoped that Haiti, which is essentially an agricultural country, will be able to extend its coverage to agriculture as soon as possible.

The Workmen's Compensation Law provides compulsory coverage for all employers who employ three or more employees, whatever their wages may be. However, workmen or employees engaged in domestic service and casual workers are not covered. The Law provides means to prevent frauds. A sure way is the indirect use of some other agencies as shown in the following example: in the case of contractors or owners of private works, when the plans for the works are submitted to the Department of Health, said plans shall not be approved until the employer files with the Commissioner of Health a certificate, issued by the Manager, showing that the said works have been duly insured in accordance with this act.

Schedules of awards for permanent, partial disability include also the loss of hearing, the loss of voice, special award for disfigurement; and the hernia cases which are usually most doubtful and burdensome seem to be given little chance for abuses. Compensation in case of death is allowed only if the death of the workman or employee occurs within two years from time of the accident or the disease. In case the workman or employee leaves dependents (which include also illegitimate children as well as common-law wives), compensation shall be graduated according to the earning capacity of the deceased workman or employee and to his life expectancy. There is also a Reserve Fund for disaster cases.

Appeal and Rehearing - In case the manager of a plant does not provide the workman or employee with adequate attendance and if the said workman or employee, or his beneficiaries, are not satisfied with the decision of the case rendered by the Manager of the State Insurance Fund, they may appeal to the Industrial Commission within thirty days after copy of said decision, and the case shall be set for hearing before a commissioner or the Industrial Commission. In the case of uninsured employers, either the workman or the employer may appeal to the Industrial Commission or to a Commissioner. However, no hearing will be allowed on questions of facts; only the questions as to law can be reheard. A review of the decision of the Industrial Commission before the Supreme Court of Puerto Rico may be requested.

Medical Care - Medical care is provided through contracts with private clinics and hospitals but according to the Law the cost of one day of hospitalization should not exceed two dollars ($2.00). The State Fund has also special contracts with private companies which supply medical care to their injured employees. In certain small localities the fund maintains small dispensaries with only one nurse whose duty it is to give small treatment for minor cases and to see that the injured worker is quickly sent to a nearby hospital in case of serious injury.

Conclusion

While our experience in the United States and Mexico seems to be what our own Institute d'Assurance Sociate d'Haiti may be in a very remote future, the experience with the State Insurance Fund of Puerto Rico is more adaptable to our own situation. Therefore, it is well to recognize the wisdom of the

State Department, through the Federal Security Agency, in making plans for us to visit Puerto Rico at the end of our trip. In fact, Puerto Rico is a vivid example of what a small, overpopulated country can achieve through careful planning and sound thinking. This achievement has been made possible chiefly through the State Insurance Fund. It is to be noted also in that connection what some of the other social activities are which develop concurrently with the Workmen's Compensation Plan and which contribute greatly to its success.

The many housing projects that are being expanded rapidly constitute a very good example. It is evident that the people of this island have become fully aware of the fact that one cannot be happy in an environment where misery exists. They are taking every democratic step to reduce to a minimum the suffering of their fellow citizens without destroying--and this is essential--personal initiative. Thus, they are filling up all the cracks in their society and leaving less chance of invasion by Communism and its deadly propaganda.

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SOCIAL RESEARCH

While some visitors find it difficult to understand the relationship of the Federal Government to State and local public responsibilities, this is not true of the Australian woman who has written the following report.

She is Research Officer in the Research Section of the Department of Social Services. She was particularly interested in seeing actual studies in operation, in observing methods of evaluating social welfare legislation, in surveying needs as yet unmet by social legislation.

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1. General Comments and Suggestions about My Observation Program and the Fellowship Program.

The experiences of the past three and a half months have provided me with a valuable opportunity to acquire not only a knowledge of developments and techniques in my specific field of study but a fuller appreciation of United Nations programs and influences as well as an understanding of social organization and trends of this country.

I have worked with professional groups in Federal and State departments and in private agencies, both national and local. Everywhere I have found the utmost good will and cooperation, an eagerness to assist the foreign student in every possible way and a willingness to place at my disposal, time, attention and resources of knowledge and experience. Hospitality and kindliness, personal as well as professional, have been abundantly evident.

From all my experiences and from ordinary day-to-day contacts, I have gained a deeper insight into the American people, their way of life and their general outlook as well as into their social organizations and philosophy. At the same time I have been constantly made aware of an alert interest among Americans in hearing of my country, of its social program, its economic conditions, of the main issues and developments apparent there. For such reasons, my experiences have demonstrated to me beyond question the value of the Fellowship Program in fostering international understanding and mutual appreciation as well as its value as a stimulating, educational force to the participating Fellows and, through them, to their colleagues at home.

The planning of my program has been characterized at every point -- at the United Nations Fellowship office, at the Federal Security Agency, at every agency whether public or private where I have worked -- by the same careful thought and cooperation. I have unqualified admiration for the work of all concerned with shaping my programs, most particularly for the supervision and guidance provided in the Bureau of Public Assistance

in Washington. At all stages I was encouraged to share in planning my observations and I profited greatly from opportunities given to evaluate them and discuss their implications. This active participation together with the flexibility and balance with which my program was developed have in themselves been an educational experience.

Arrangements by the United Nations Fellowship office have been carried out to give maximum use of opportunities. The initial period of orientation at Lake Success and the final period of reporting there are, in my opinion, important parts of the whole experience enabling Fellows to identify themselves more closely with the international body promoting the Fellowship program and with that part of the Secretariat administering it.

2. Evaluation of My Study Program

In Australia I am employed as a research officer in the Social Work and Research Branch of the Department of Social Services, a federal agency administering a wide range of social security benefits and allowances. The major emphasis in my study program has therefore been to observe research activities in government departments concerned with social welfare. At the same time, since social research projects call for experiment and ingenuity of methods and techniques wherever they are pursued and have applicability to research, whether carried out by statutory or voluntary organization, I wished to gain some knowledge of research developments in private agencies, in community studies and in inquiries sponsored by foundations and universities. The branch in which I work has close and continual contacts with councils of social agencies, with many voluntary organizations and with schools of social work. For all these reasons my aim was to gain in this country as broad and varied a knowledge as I could, hoping thus to build up a fund of information which would have a direct bearing on my work in Australia.

In pursuing my main objective -- the study of research activities in governmental agencies -- I was particularly fortunate in beginning my observations with a period in the Statistics and Analysis Division of the Bureau of Public Assistance, a Federal bureau administering a program similar in many respects to parts of the Australian social security system. Though its program differs in administration and in many of its legislative provisions from its Australian counterpart, many of the research methods and operations are applicable to our situation. My studies there provided what has undoubtedly been the most valuable part of my observations.

I was able to follow some of the subjects raised by my work in this Division with a Regional research consultant and with two of the State departments of public welfare reporting in its program. These opportunities were extremely useful in enabling me to trace research procedures from the federal to the local level and so to gain a comprehensive picture of the whole process. The visits to State offices gave me an opportunity to see the way research studies initiated by the Federal agency are often adapted

to meet local requirements as well as to learn of studies begun and developed by the States themselves for their own purposes.

At the Federal level, too, I saw some of the work done in other research divisions, those connected with other units of the Social Security Administration such as the Children's Bureau. In this way I was able to amplify my knowledge of Federal activities in this field and gain an overall appreciation of the uses to which research is being put in social administration.

My interests in research methods and projects in community studies and in private agencies were also well covered. I followed these in community planning councils, in national and local voluntary agencies, in professional associations and in schools of social work. Formal interviews, informal gatherings, staff conferences, meetings of professional groups, national conferences -- these and a wealth of literature were made available to me. Through them and through the varied settings in which I worked, I obtained a most comprehensive experience. Without any hesitation, I can say that my study program provided a maximum opportunity for growth of knowledge and development of understanding of the research function in social welfare.

3. Summary of Specific Aspects of Observations That May Be Useful in My Country.

Some of the aspects of my observations which may have particular relevance in my work in Australia include:

a. The emphasis given in all government welfare agencies to the collection and collation of basic social data, to regular statistical reporting programs and to the preparation, development and analysis of information from these for legislative and administrative purposes.

b. The development of special studies of characteristics of recipients under the various assistance programs.

c. The close relationship between research and administration in working towards a greater understanding of current situations in the case load, in studying program trends and in estimating future needs.

d. Developments in this country of budgetary and living cost studies to assist in determining the adequacy or otherwise of assistance payments.

e. Techniques used in community studies and surveys to determine needs and appraise existing facilities and services.

f. Social statistics projects currently being developed in voluntary agencies and national organizations to measure the scope and volume of voluntary social effort.

4. Aspects of the Field in Which I Have Been Working During My Period of Observation

In the Division of Statistics and Analysis to which I refer, I studied over a period of three weeks, gaining a considerable knowledge of the over-all scope of the Division's work and the public assistance program reflected in research activities.

I learned much of great practical use in methods and approach to research and I can hardly overemphasize my appreciation of my experience in this Division -- the broad concept of the use of research and the guides and direction it gave to my observations proved of increasing value as my study program developed.

During another brief period I worked in the Division of Research and Statistics in the Office of the Commissioner of the Social Security Administration. Here I learned of the Division's work in its constant review and analysis of studies on over-all social security needs, on gaps in service and on proposals for meeting them. Other aspects observed included its studies made in collaboration with, or as supplementary to, studies being undertaken by other Federal bureaus; its studies on the impact of the various social security programs; the objectives in the preparation of the Social Security Bulletin and the statistics and articles presented there and in the Social Security Yearbook; its index on comparative social legislation throughout the world.

Next, I worked with a Regional Research Consultant of the Bureau of Public Assistance. This amplified and clarified my knowledge of matters previously discussed in Washington, more particularly the methods the Statistics and Analysis Division follows in advising the States on the planning and conduct of special Federal studies and in consulting with them on research methods and procedures and on general standards of work. This was a useful link in my observation of research from the Federal to the State level and assisted considerably when, during the subsequent week, I spent a few days with a State department of health and welfare. From the research workers in that office I was able to see how they had participated in special studies initiated Federally and how simultaneously they had developed those studies to suit particular State purposes and obtain additional information for the States administrative use. Time studies, general assistance studies and other analyses also gave me a real appreciation of the way the research section there is constantly used by the administration and of the effective work the section is doing with a small staff. I was also able in this same New England area to visit the Research Division of a United Community Services for a metropolitan district. This was my first contact with a community council in this country and proved an extremely worth-while experience. It illustrated to me the value, to voluntary planning bodies, of collecting social statistics on agency operations, on population trends and densities, on housing, on health rates, on employment, on juvenile delinquency and many other facets of life in the community. I was also able to examine several special studies made by the staff of the council, by its committees or by its member agencies -- studies on recreation facilities and needs, on provisions for sick children, on treatment

and care being given to alcoholics, on institutions for the aged and many others. The methods used in these studies were of special interest to me as having particular application to many situations in Australia. Most stimulating of all, perhaps, was what I heard and read of the large-scale survey of the metropolitan area that was conducted a year or two ago.

In New York City I had a series of interviews with research workers in various social agencies. My general aim in these was to learn more, by community studies, of the research work done by national organizations and of experiments in research methodology. My wishes were amply satisfied for I was given considerable access to these through visits to several national institutions and foundations such as the Russell Sage Foundation, Community Chests and Councils of America, the Family Service Association of America, the American Association of Social Work, the Central Harlem Street Clubs Project, the Community Service Society, the New York School of Social Work and the Health Insurance Plan of Greater New York. I was also fortunate in being able to attend some sessions of the Annual Meeting of the American Public Health Association and to listen to a forum conducted by the National Social Welfare Assembly.

Returning to Washington I worked for a short period with the Research Division of the Federal Children's Bureau, learning something of its current activities, particularly its statistical program concerned with Child Welfare Services, Crippled Children's Services and Juvenile Court cases.

A brief but very stimulating period was spent with a midwestern Social Planning Council. As I had already learned something of the regular research done by many community councils during earlier contacts, I concentrated here on particular methods that had been used by the Research Director in surveys undertaken by his staff. The use of area samples and the application of the public opinion and attitude research techniques which are being developed at the University of Michigan are being applied to welfare surveys in many of the Council's studies. This was of great interest to me as a research method, particularly as one that might possibly be applied in some surveys in my country.

I discussed many of the other research activities of the Council, finding in all these a very fresh and invigorating approach. I was interested, too, in attending a meeting of the Social Work Research Group and the value of my visit to the city was further increased by interviews with the faculty members teaching research at a school of social work. A discussion of its courses and of the group research projects under way with second year students should be of great interest to schools of social work in Australia.

Still in the Middle West, I visited another city Department of Public Welfare. I gained a great deal from my visits to the Research and Statistics Section there, seeing its efficient handling of a large volume of work and very varied assignments. I was able to follow through its collection and collation of basic social data from grant certifications and to see the way the finance section and the research section utilize resources together. I also obtained many practical detailed suggestions and leads on

routine procedures -- on the sizes of samples, the design of punch cards and schedules, coding and tabulations and so on. Two special studies -- one on the resources of old-age assistance recipients, another, on medical care were of particular interest not only in illustrating methods but in giving me an appreciation of the way the research division is constantly used by the administration when it is considering changes in policy. A meeting of the district supervisors in the State and the administrative review by Federal staff were both in progress while I was in the city. These gave me an excellent chance to learn more of the public assistance program and process. I was also able to learn a little of the work of the State Vocational Rehabilitation Department from an interview with one of its staff.

A visit to Knoxville, Tennessee, followed where I was able to learn at firsthand something of the comprehensive approach that has characterized the work of the Tennessee Valley Authority. I profited greatly from talks with several staff members. These included an interview on personal policies and welfare, another on the resettlement of families from areas acquired for building reservoirs, another on certain community analyses and sociological studies that are being planned. Through a visit to some farm homes, I was able to learn a little of the social impact of TVA on the lives of the people of the region, notably of the participation in home demonstration groups and community organization clubs.

As far as my program was concerned, attendance at the annual three-day conference of the American Public Welfare Association could hardly have happened at a fitter time, enabling me to appreciate as a whole what I had previously seen or learned of piecemeal. With welfare administrators from all States discussing a host of welfare problems, I was able to gain a much more comprehensive understanding of public welfare in this country than had hitherto been possible. Particularly, I was able to appreciate more clearly the variations between States as well as the basic similarity in their welfare programs and policies and to sense something of the main trends in administration, in staff development and in legislative policies.

Looking back over my observations I feel I have been indeed fortunate in the balanced nature of my program and the opportunity I have had to study Federal and State activities, statutory and voluntary developments in several parts of the country.

Indeed, all the research activities which I have described earlier suggest fruitful topics for consideration and profitable lines of development which might be discussed in any expansion of social research in Australia. Knowledge of these will, I feel sure, be of value in my regular departmental work, in committees of which I am a member, in my contacts, official and unofficial, with private agencies, councils of social agencies and schools of social work. Directly or indirectly, on an immediate or long-term basis, my observations in this country should be of continuing value. In utilizing them, I feel confident of the support of my colleagues with whom I plan to share much of the knowledge and experience gained, passing on to them something of the stimulus I have received through my study program.

SOCIAL WELFARE ADMINISTRATION

There are many problems which executives of different countries have in common in the administration of public assistance such as the recruiting of qualified personnel, the development of professional competence in the staff, and relating the public program of assistance to other social welfare programs. International visitors are interested to see how Americans meet these problems. They are especially interested in observing family case work in connection with public welfare services; methods of supervision and consultation used in both public and private agencies.

The following report by a United Nations Fellow emphasizes these points as well as community organization. This Fellow holds an Austrian diploma in social work, and the Degree of Doctor of Laws from the University of Vienna. She returns to an important executive position in the department of public assistance, Vienna. This Department uses the resources of 3600 volunteers and the Fellow wanted help in improving the quality of their services as well as in regular staff development programs.

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PUBLIC WELFARE ADMINISTRATION

Coming from Austria to the United States of America to study such a broad field as welfare organization without having been in the States before, it requires a good deal of time and attention to take in the differences of cultural background and the economic system and situation.

Then, having got some general knowledge of the cultural and economic pattern is one thing and integrating this knowledge into the professional thinking is another. Again and again I had to control myself in order to avoid mistakes.

My interests lay especially in public welfare in urban areas and in the Federal-State relationships, as well as in the public relations. Public welfare services in Austria--especially child welfare--developed after World War I, together with a far-reaching progressive social insurance program. The private agencies were not able to cover the tremendous postwar needs in relief giving, foster placements, guardianships, etc. The private agencies in the United States during the depression were also not able to raise enough money and recruit enough trained staff for a big relief program.

But when the Government took over the responsibility for establishing a public welfare program the private agencies in the United States had already reached high professional standards and they are constantly developing them. This is one of the various reasons why there is in the United States more cooperation in planning and sharing of experiences among public and private welfare agencies than in Austria.

The public assistance programs in the various States show large differences according to the financial situation of the State and the social understanding and progressiveness of the leading people, although the Social Security Act cites some basic requirements for the provision of Federal matching with the States in the relief categories of old age, dependent children, needy blind.

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The philosophy of social work in Austria is in many respects similar to that underlying the Social Security Act, although the forms and degrees of realization are different in various aspects. The Austrian public assistance does not have any categories, but general eligibility requirements. A greater number of financial needs are covered by social insurance. The standards for public assistance in Austria are lower when compared to those I found in my observation in the United States, especially in that the utilities are cut short and also the expensive, not rationed foods (fruits, vegetables), according to the lower living standards of the whole Austrian population. If a client on a relief grant can be regarded in most of the United States as living on a marginal line--provided the grant in the State meets the full standard--then the client in Austria now certainly lives under the marginal line in comparison to prewar European living standards.

I was given the opportunity to observe the organization and work of the district offices of the public welfare agencies. The child welfare divisions of those agencies concentrate mostly on home finding, foster placements, adoptions and services to illegitimate mothers, if the agency provides such a service. The Austrian approach in child welfare is a generic one. The social worker in the field has to care for health, educational and financial needs of a child, and forming the link with specialized services. A big part of the work of an Austrian district social worker consists of the care, permanent follow-up and regular supervision of all children in foster placements and of all illegitimate children. In the course of my observation I noted that supervision and the licensing of foster homes exist only in some States, although it cannot be overemphasized that the observations of a Fellow on a four-months basis are very limited. There is no legal guardianship for illegitimate children in America. The illegitimate child is brought to the attention of the Public Welfare Department in the United States if either financial help or foster placement is applied for. The young mother has the right to decide whether she wants to keep the child or to give it for adoption. Illegitimacy being a social stigma for child and mother, regardless of the reasons which led to it, the purposes of both the child and the mother are mostly considered to be better served by giving away the child for adoption,

or so it seemed to me. The few American adoption laws that I saw have a more modern social work approach than have the old paragraphs concerning adoption in the Austrian "Allgemeines Bürgerliches Gesetzbuch."

The problems of the organization on the district level were very interesting and I was particularly interested in staff development and supervision, personnel management and evaluations, which I was able to observe on all levels. The discussions about generic and specialized social work showed how difficult it was even for the experienced and scientifically trained American social worker to understand practices of an unknown country.

I also had the opportunity to study some private agencies. These are moving away from giving relief towards restricting their services to other than financial needs, on an experimental basis, especially in providing highly qualified marital and other counselling services. Many of them are at present performing other services such as foster placements, adoptions, homemaker services, boarding and nursing care for aged or chronically sick people and care for illegitimate mothers, where the public agencies fail to provide those services. The counselling services which need highly trained and skilled workers are on an experimental basis and some private agencies are not able to treat all cases needing such services and are either very selective or have waiting lists for five or six months ahead, or else they close their intake.

In the administration the use of conferences on all lines for discussing plans and policies, as well as being the means for the growth of individual social workers in their field, for sharing experiences and studying special problems, is very interesting and valuable. The willingness to share experience and knowledge with every worker and also with the Fellow from abroad seemed to be one of the characteristics of American social workers.

One of the most remarkable administrative procedures is that of supervision. It helps the executive to work through the different levels of the staff, providing a smaller span of administrative responsibility, and giving time for productive work, although there is awareness of the need for having contact with the various workers. The other and main function of the supervisor is to help the growth of the worker. This function again helps the agency to provide better and quicker services to the client. The role of the supervisor requires case work skill, teaching experience for the beginning of supervision, administrative skills, and above all a mature personality who is able to let the worker grow and so gradually reduce the worker's dependency and increase his responsibility. Many of the case workers in the field do not have administrative qualifications and prefer the work with the client. As there is a great shortage of qualified case workers it would be advisable to create other possibility for promotion for this group than that of becoming supervisors. In this way the worker's abilities would be well used, for the direct work with the client would not be eliminated. The supervisor in the American sense is not known in Austria, where, after a certain period of training by a

more experienced worker, the district social worker works independently, with only an administrative director rather then a professional supervisor.

Plans for staff development are given special attention in American social work after having been recognized as one of the most important tools for providing good services.

It is interesting to observe how methods devised for staff development are being continuously improved through new experiences. An orientation period provides for the new worker's becoming acquainted with problems such as the functions of his agency, his place within the agency, the main policies and the relations with other community resources. This--which cannot be given by school or previous agency experiences--is carefully planned by an experienced training supervisor or consultant. Means for training are lectures, discussions, conferences, supervised reading and institutes. Relative to this, I often had to think of social workers in Vienna after 1945 who were supposed to train new workers in spite of their own heavy caseloads.

After the orientation period the new workers, as well as the experienced ones, are helped to develop through staff meetings, individual conferences with the supervisor, group conferences under the leadership of the supervisor or a training specialist. I was able to study systems of educational leave, work-study arrangements, institutes inside and outside the agency, all as means of training the worker who did not previously have the opportunity of attending a school of social work. Careful plans were made in some agencies, according to the needs of the worker or of a group of workers, and with regard to the accomplishment of day-by-day jobs. The progress of a new worker in understanding the agency and use of policy, and his identification process with the agency, is carefully watched. He is helped to express his conflicts in using the agency's policies and these policies are clarified and interpreted to him when necessary.

Case Work has gained its special reputation through American social work. Its development had partly been enhanced by the psychological and psychiatric knowledge contributed by Austrian specialists. Meanwhile the Austrian social workers did not have the possibility of deepening their knowledge of human behavior to the same extent as the American social worker, where allowed to do so. The United States has developed its own pattern of case work, with specific case work skills which are different from the skills of psychologists and psychiatrists.

I have been able to become acquainted with the principles of case work through the auditing of classes, by observing and discussing case work in public and private agencies and through the reading of pamphlets and the discussion of cases. Applicable case work knowledge and skill cannot be acquired in this short period of time and not without combining theoretical studies with field work under close supervision.

I found that some public assistance agencies already provided good case work attitudes and skills, both in determining eligibility and in helping the client to become self-reliant again. As yet there is no

requirement for public assistance workers to be graduates of schools of social work. There are trends toward giving case work services in addition to services in connection with applications for grants, and toward building up public assistance divisions to real family welfare divisions. The child welfare divisions have been mostly in the more fortunate situation of working only with graduates of schools of social work. Child welfare workers for home-finding, foster placements and adoptions seemed to be the best trained case workers in a public agency. The content of case work services in public agencies is subject to continual discussion and development. It is no doubt recognized that the needs of clients are varied. Financial relief is only part of the help given in a case work situation. Solving marital or other problems often means avoiding a broken home and avoiding in this way the giving of financial relief. Since at present these various needs cannot be met through the public agencies, one must not be astonished at hearing various opinions about the functions of public agencies. It was clearly apparent that the skilled worker, trained thoroughly, was able to evaluate the client's needs and to help him extensively.

As a result of my observations in general welfare I would like to point out that the basis of all good social work is careful program planning, clearly defined policies and sound administration. Only upon this basis can the skills of the social workers be developed. To cite an example, I attended a group conference of supervisors which had as its aim the training of supervisors through case work discussions under the leadership of a training supervisor. The case work discussion was interrupted by a controversy regarding a vaguely defined policy, which indicated a need for constantly modifying and clarifying policies.

In order to establish program planning we must recognize that research on the subject is necessary. Unfortunately, I could not concentrate on this, as this would have required a much longer period of observation.

Some valuable services will hopefully be introduced in Austria, such as homemaker services, boarding and nursing care for aged people, and social services in hospitals. There may be the possibility of these services for a given occasion at least, inasmuch as they may avoid bigger expenses for other services.

The methods of conferences on all levels and in all cross sections are useful and could be enlarged in the Austrian Welfare Administration, as far as these conferences are held within reasonable limits, not disturbing the stream of administration, but helping it.

Methods of staff development can be discussed and it may be possible to adjust the "tool kit for the beginning worker" which I saw in one public agency for the use of beginning workers or for retraining purposes in Austria.

In case work each country has to develop its own skills and methods reflecting the cultural and economic background. Also every well-trainied, experienced and capable social worker will develop his special shade of case work if he has the basic qualities of a good social worker: interest in and understanding of human beings.

SOCIAL WORK EDUCATION

The field of social work education is receiving increasing attention both at home and abroad. The number of Fellows coming here to visit and observe our schools of social work are becoming more numerous: they are highly skilled and thoughtful visitors. Frequently, their interest is focussed upon the teaching of case work and on the development of field work practice.

The United Nations Fellow whose report follows is a leader of practical training at a Swedish School of Social Work and has had ten years experience in different fields. She has been in the United States before and has spent considerable time in England observing schools of social work there. She was particularly interested in the United States, however, since she is much interested in the American methods of teaching case work and in the field work aspect of the school program. She reviews her observation in the light of the strengths and weaknesses of observed programs and the applicability of these programs to the needs of her own country's developments in social work training.

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1. Comments on value of Fellowship Programs from the International point of view.

The values, tangible and intangible, of the fellowship program can in my opinion not be emphasized enough. It has in common with all programs for international exchange the values of giving the individuals a broader view and more interest for international problems, personal relations with people with different national backgrounds and, out of that, a feeling for how much of basic human needs, values and hopes we share with each other. Maybe, also, one gains a capacity to enjoy and be enriched by the existing differences instead of regarding them with suspicion and contempt. From these points of view I should like to stress the values of all those programs, especially the ones geared to let young people go abroad for study - or have a work experience and to meet other people in everyday life situations.

Above those general values the Fellowship Program gives the personal and professional contact with colleagues and professional organizations in another country where the development of one's particular field of interest has gone further, followed other lines, or has a richer variety than in one's own country. These contacts can hopefully be carried on in the future. The same is true of contacts with Fellows from other countries studying in the same area.

The chance to go away from the problems at home, and look back at them from such surroundings, gives a new perspective and the struggle to explain one's problem to people in the host-country helps to clear one's own thinking, more than discussions with colleagues at home where all start with the same presumptions and share the same prejudices of what can or ought to be done.

When observing services, institutions, etc., in a foreign country, one is likely to find many things that can be copied and used directly in the home country. More important, however, is, I think, the fact the new atmosphere stimulates new thinking methods. Details of services observed can suggest the use of similar methods in a different service at home. Or one's own thinking in new lines may produce something that is very different from the thing one has been given opportunity to observe but is a synthesis of old and new experience. This new and fresh approach to problems has, I think, a more lasting value than the more tangible things that can be taken over directly.

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Detailed statement of the specific aspects of my own observations

The field of my study was defined as teaching methods in case work. In studying that topic I have also to a certain degree studied case work methods and teaching methods generally in the schools of social work.

Case work methods and their use.

I think we in Europe have been a little confused by the dual use of the word "case work" as describing both the content of a specific service and a method of giving any social service to individuals. I have got the impression that the second interpretation is gaining ground and it is in that sense I am using it in this report.

The concept of case work as a service has concentrated the interest of many visitors on agencies where this service is given in the most elaborate form; private family agencies giving to a selected clientele a service of a character that makes it difficult - not only for foreign visitors - to see the borderline between psychotherapy and social work. This again has sometimes led to a rejection of the whole thing, motivated by an interpretation that case work is only a treatment for severe neuroses (or maybe only for neurotic Americans) or by the belief that we cannot afford such a very expensive service at home and so are not interested in developing services we are not able to make available for everyone who needs it.

If, however, case work is defined as a method, or a set of methods, I am convinced, from my experience in America, that the value of any social service given individuals which implies any personal contact between social worker and client can be very much improved by using these methods and that some services are useless without them.

The basic principles behind case work are, I think, not new on the whole to us in Sweden. To help the client help himself has long since been

a slogan in social welfare policies. The client's right to self-determination has as a matter of fact sometimes been used as an argument against any form of individualized service because of a feeling that such a service inevitably must make him dependent. The concept of the relationship between client and worker as a helping measure in itself is vaguely understood and accepted. The concept that training can induce ability, or improve an inherent ability to use this method, is not accepted and that is the point where at home we must fight to show that a better service can be given.

The history of the development of case work is a fascinating subject for a visitor from a country where the approach to social problems has been completely different. The unevenness that still exists in the social services in America is many times shocking. I imagine that the situation in a great land where the problems are enormous, even in their extension in space, made it natural and perhaps necessary to cut off a small piece of the problem on which to concentrate efforts and to develop a highly specialized service for the few, while in a small country the very nearness to the social problems and to the people, affected by the problems, has been a perpetual challenge to give service for all. Perhaps there is also a difference in philosophy; the responsibility held by the strong and potent in society for their worker fellow-citizens has always been an important characteristic of the Scandinavian version of democracy. Whatever the reasons for differences in approach in the past have been, it has been very interesting and stimulating to me to see how the services in the two countries, from very different starting points, now are moving closer to each other. While I congratulate America on the growth of its badly needed security programs, I think the social welfare of the whole world owes a debt of gratitude to the private agencies of America for their careful and patient development of the case work method.

The earliest experiment in applying American case work in Sweden has been in child guidance, but, in spite of good performance from a few individual workers, they have not been able to spread their ideas, because of too heavy caseloads and too little time for further study and perfection of methods, or for teaching of students. We need badly to develop one or two agencies in this field to make a demonstration and serve as a training center for personnel, and we have to continue our efforts on that line. But in addition to that I think we must start to introduce case work in our broad services. In my opinion, heavy caseloads are not a sufficient excuse for not trying them. I should like to say that the heavier the caseloads are the more we need case work methods in order to make proper use of the short time we can give every client.

I have been very impressed by the improvement of services in public assistance in some places in this country through case work methods. I have also had a misconception of mine as to the time factor in case work service corrected; the average case even in a private agency is not as a rule given an hour a week for half a year, as had been my impression from the literature I read. Furthermore, I think that case work methods probably could help to cut down the number of open cases in many Swedish agencies. I think it would be worth while to experiment with the use of time in cases of probation and corresponding services in our child welfare agencies and services for alcoholics. In Sweden, cases of this type are often carried over

a period of years and I wonder whether a concentration of time for intensive work during a shorter period would not give better results, especially if we at the same time distributed the time a bit differently between planning and evaluating and actual "doing."

The big caseloads in most Swedish agencies constitute a very real problem when it comes to teaching case work methods through work, but I cannot see them as a hindrance for using the methods if they once are acquired.

Even if we can carry out, as we hope, our plans for child guidance clinics and perhaps mental health clinics for adults as well, it will take many years before staff members of these agencies are experienced enough and the agencies well staffed enough to serve the whole population adequately. A considerable part of their service will be of a diagnostic type and of giving of an outline for treatment to other agencies, especially the ones in rural areas. I see this service as important not only for the individual cases but also as a means of education and raising the general understanding of human behavior. To be successful, however, the agencies specializing in intensive work need the support of the broad services, and that is one more reason for introducing case work methods there.

An important part of the actual services to people in Sweden is still given through untrained workers or lay members of the boards in small rural municipalities. This is still more the case in America, but I have seen illustrations of the possibility of raising the standard of these services through supervision. The make-up of Swedish administration lends itself poorly, as I shall point out later, to American methods of supervision. However, our State consultants for poor relief and child welfare are giving advice and guidance in the handling of difficult cases and I think they should be regarded as key positions when it comes to opportunities for spreading new methods.

This for the services we already have. A problem to be considered sooner or later is the services we do not have but for which there is a growing demand. These are counselling in marriage and family problems and the like. Leaving out the question of how these services are to be administered by public or private agency and with or without connection to the general social services, we are going to need trained people. I think we are not clear yet whether this training should be mainly psychological or social, but I think we must discuss it. It seems to me that considering the course the psychological training in Sweden so far has taken toward emphasis on testing and measurement, the schools of social work are more likely to be able to meet this need.

Training for Social Work.

When studying a part of the educational field in another country with the purpose of carrying over as much as one can use in one's own country, one has to take into account the differences in means and goals in the whole system. One has to consider the preparation and background

the students have been given in their preliminary education as well as the methods and learning, types of examination and degrees, etc., which the cultural pattern of the home country provides.

I think that very many people coming from Europe and used to somewhat medieval ideas about what a university should be like are a bit confused at the first contact with higher education in America. To me, the plan for social work education that places the study of the basic sciences in the undergraduate level, and uses the postgraduate years primarily to teach methods of applying those sciences, has caused some problems and I don't think I have them straightened out yet. I think, for instance, that maybe this emphasis on methods accounts for the tendency in the students to seek answers and the right answer from their teachers. That is, if I may use an unpopular word, to "depend" on authority of the schools, the agencies, and the professions in higher degree than our students are doing. But perhaps authority in basic thinking and in methods are different things.

Be that as it may, I still wonder how even in questions of methods one can give as definite answers as is sometimes done concerning a method which has undergone such a fascinating, rapid development as has case work. A book printed in 1947 can be cited as outmoded and what may be accepted as the truth in one school of social work may be seen as a bad joke somewhere else. I see this factor as promoting more than alleviating the anxiety, regarded as a burden of social work students.

Leaving these and other questions - which have given me rich material for thinking over our own educational principles at home - I can say that for a person coming from a country where the teaching of methods and the methods of teaching on a university level, even in the oldest and most distinguished professional schools, are neglected and seen as second-hand problems, America offers an overwhelming rich source of information and new ideas. It has opened up to me an almost new field of thinking (and, hopefully, of doing).

I have a feeling that the status of the schools of social work in America and Sweden is different. Even though the American pioneer schools see their origin in the early training work of agencies, I think their position very early became one of leading the development in the field of social work. The Swedish schools, on the other hand, never have had that close connection with social agencies but have, all the same, been created at the request of the social welfare field in the broadest sense. They are seen as servants of social welfare - even if the servants with a voice - more than they are seen as leaders in this field. This is due not so much to a difference in strength in the schools as to the difference in the strength and the general acceptance of the ideal of social welfare in the two countries. To me, the development in Sweden seems very sound - or at least sound for Sweden - but still the contact with American schools is a challenge to consider the responsibilities which a school might take in the development of the field.

When observing the American schools I have been very much interested and relieved in noticing the trend toward a common training for all social

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workers; relieved because this is much more easy to adapt in Sweden than the former American stress on specialization. In fact, the Swedish social workers need a knowledge that is basic and common, not only in case work methods but also in the methods described in America as administration and community organization. Perhaps it is wishful thinking, but I think there is a definite trend towards this basic knowledge in this direction also in America. The part of the training where the specialization, still necessary, takes place, seems in both countries to be in the methods course and field work and I shall return to the subject when discussing these topics.

I have been given glimpses of the purpose and content of work for a doctor's degree and/or a third year of advanced studies in social work. The question of a higher degree - very often raised as a crucial point in improving the standard of European training for social work - has for the time being no actuality for Sweden. The general conception of the appropriate content of a higher academic degree seems to be different in the two countries. The need for personnel with that type of training is also different: positions for teachers in schools of social work are very few, teaching in field work is not seen as a separate function, and for higher administrative posts our basic training has proved to be satisfactory. Maybe this point will have to be reconsidered later on.

An advanced course for practitioners, however, is badly needed at home. A nucleus of such a course exists in the 4-month courses given every second year in the Stockholm School for Social Work, for medical social work and for child guidance work. My impression of the generic trend in American case work makes me think that it might be better to bring these two courses together into one course with opportunities for a certain specialization within it; at least, as long as the purpose of such a course must be to improve knowledge of methods of treating individuals. The American schools which for many years have successfully reached that goal in their basic training seem to be looking to the third year of study not only for further improvement of that standard but also for promoting a deeper and wider understanding of the basic philosophies for social work and its role in society. That need seems not to be as urgent in Sweden, probably because we stress these elements more in our basic training.

I think the key to the good results from American social work education is the close and well planned integration between classroom teaching and field work, and that is also the point that raises difficulty in attempting improvement with the numerically inadequate staff we have both in the schools and the agencies. But at least we can try to make definitely clear to ourselves and our co-workers in the agencies how important this integration is. My visit here has given me many fresh suggestions for improvements within our limitations and for planning and deciding what we want to have when the day for it comes. For the time being we must try to give our students part of the content given the American students in field work and in the schools. To a certain degree, that might be easier in a country where social welfare operates under one law and the administration of agencies and their interrelationships are more uniform that under a Federal Government with a rich variety of agencies. An important part of preparation for the future is, I think, to make the students of today more conscious of the

learning content in their field work and thus, hopefully, to make them more interested in teaching it as supervisors in years to come. In doing that, however, we must avoid what I see as a dilemma in the very high standard of American teaching. It seems to me that even if, in theory, the service to the client is the main object, the concentration on the learning-teaching process, the considering of cases as teaching material and so forth, tends to center the student's interest on his own performance in too high a degree. This interest is, or can be, valuable during the learning period but it happens sometimes in discussions with case workers with long experience that one wonders: Who is the important person in this relationship - the client or the worker? - Then there is something wrong. I know that every case worker will hasten to tell me that awareness of your own performance is the hallmark of a good social worker - but that does not solve my problems.

Case Work Teaching.

My observations in the schools have, as I have stressed before, been of great value to me. However, when it comes to evaluating in detail my study of content and planning of classroom teaching and teaching methods I should like to underline again the value I see in the opportunity I was given to stay a rounded period with one of the schools. That period gave me much more than a mere story that additional weeks in other good schools could have given me. It made it possible for me to follow from the beginning to the end the unfolding of the courses, the carefully planned line through the content, the timed introduction of new topics and the change in teaching method when the students were ready for it. Perhaps the chance to settle down in one place for a while during a study program of as long as six months also has a value of its own, making it possible to concentrate observation on certain aspects of the subject. I feel that my comparatively long stay in one school made my shorter visits to other schools more meaningful than they would have been without this background.

The methods course, which is the "practice course" in the Swedish schools of social work, is at present in Sweden a rather confused mixture of bits of information, which for one reason or another has not found a place in any of the "theoretical" courses, and of some not too well planned efforts to teach what in American schools would be case work, administration and community organization. When making this course after my American experience, I think we first will have to consider whether we want to teach methods as one course or perhaps keep different methods apart. I am not clear in my thinking on this point yet but, at least for the time being, I think it is wiser to keep the material together in one frame and see if it lends itself to division after reorganization.

When it comes to the content of the course I think we know fairly well what we want to teach in matters of administration and community organization, even if those parts need to be reconsidered again. But for case work I think we have to make a fresh start. One of our great difficulties which concerns also our field work is, in my opinion, that a common body of verbalized knowledge does not exist in this field at home, and that it is impossible to carry over without adaptation the very rich American material. There exists, however, a valuable experience in good social workers, and, as their methods

have grown from the same principles, I think the variations in their practice are not too great. I see it as an important project for our schools to pull all this experience together, compare it with the American experience and experiments, and from such a process develop and give words to a body of knowledge. This is, of course, not a one-man job and not a short-time job. I hope, however, to have a chance to work on it with a workshop of social workers.

The building of the course presents a special problem if we decide to keep different methods together, but also here I think my observations will be of great help at home.

The chance to observe many good teachers in action has been a very stimulating experience to me. Here again, I think my long stay in one place proved important by giving opportunity for observation in more than one session. Visiting classes with different teachers who were teaching the same material also helped to give me a clearer picture of basic teaching principles and individual variations.

Discussion as a means of teaching is rather natural for us, but I think I have learned much about how to use it and when to complete it with lecturing. The material for teaching is another of our problems to be solved as case recording for special reasons is not common in the same way and, most important, to the same degree as in American agencies. I think we have to start with short cases and parts of interests until we can get more complex material.

Our present course offers a certain amount of specialization during the last year, geared to the different functional fields the students are interested in. I think it would be good if we, instead of, or in addition to, this specialization, could offer an introduction to group work method; or, perhaps, case work methods in a group setting would be a more adequate name for the content I have in mind. I think especially of students interested in work in institutions for delinquent youth and of students preparing for personnel management.

We don't give grades to the students for our present courses. The reason for that should be obvious from my short description of the course in America. But I think that if we can make a course to offer our students as good as we would like it to be, we must give grades so as to make the students value the course as highly as the theoretical courses. This cannot, of course, start immediately: we have to rebuild the course, have some years to evaluate it and see what students really are learning from it, and some years of experiments in grading, before we can start giving grades. But I think it would be wise to plan for it in time.

I could report much more from my observation periods in the schools on, for instance, recruiting, admission procedures, curriculum planning, student-advisor relationships, treatment of "problem" students and other matters of administration. But I have tried to concentrate on teaching methods and will therefore only add a few words on teaching research. I do not have the impression that the American schools as a rule intend to train

their students for research work in a strict sense but that their goal is to help them to read and make use of research material, to be aware of problems requiring research in their jobs, to cooperate with research workers and to carry out small projects in their agencies. These abilities, I think, we would like our students to have, too. I have been very interested in the different types of seminars in research, such as work with group projects, general preparation before work is started on individual theses and individual consultation in planning the thesis.

Field work.

As I have pointed out, remodeling courses after the American pattern meet with obstacles both in terms of economic limitations and the necessity of adjustment of new ideas to an old educational pattern. These difficulties can, however, be overcome and I know that no objections will be raised to experiments and new planning. When it comes to field work the problems are bigger and at the same time the American model less applicable, though I am convinced that my observations even in this field will be of great indirect help to me. Difficulties arise on many points.

Administration of modern Swedish social welfare services is based on old traditions in a strong local government where the many boards of lay people are the agents. The social worker is hired as an executive, but the decisions are in the hands of the board; and I might add that this system, to many of us, represents the ground for Swedish democracy. The board makes the decisions, but it cannot give and has no intention of giving supervision to the worker. Even the relationship between the workers, if there are more than one in an agency, differs from what seems to me to be the American pattern. "Supervision" in Sweden provides only an administrative frame and the tendency is to give the worker the whole responsibility for his job in that frame and leave him alone without what in America is regarded as a help -- supervision -- and in Sweden would be regarded as interference. This does not, of course, prevent a sharing of thinking in individual cases between the head of an agency and the workers, but this is seen more as a sharing between colleagues. I am sure both systems have their advantages and I am not going to try to arbitrate between them, but I am quite sure that our social welfare administration must follow the general pattern of our administration and cannot be changed to suit the training purposes of a school of social work.

I have tried to explain our agency structure at some length because I think that the fact that we are unaccustomed to supervision as a part of agency function explains our difficulties in understanding and practicing supervision as a means of training students. The experience of supervising students is for the social worker something very different and apart from the rest of her professional experience and it is not given any specific credit in her further career; and so she has no incitement to improve her standard in that field, that is, if she is not a "born teacher" or especially interested in the field. The fact that the social agencies are small, compared with American standards, and rarely can take more than one or two students at a time means that no workers have been trained and assigned to an agency to specialize in supervision of students. If therefore supervision

of the American type as a relationship between supervisor and worker seems to be rather unadaptable (and rather unattractive to most Swedish social workers), I still think that parts of the concept and the process could be used in teaching of students in field work.

As far as I can see, we have here a short-term and a long-term problem. Starting with the situation as it is now, I think, after having seen American supervisors in action, that in Sweden our social workers have been more realistic than the schools when they have refused to accept the roles of teacher-supervisor we have tried for years to force upon them. They are not prepared for it. There is, as I stated before, very little of generally accepted and verbalized knowledge in handling relationships with clients that the worker feels secure in giving over to the student. Workers doing a very good job act in relation to students, in the pattern of "supervision" we are used to, as older and more experienced colleagues willing to share their thinking and feeling over problems in their own or the students' cases, but seeing this more as a personal than a professional relationship, from which the student is free to take what he likes and leave the rest. Any efforts from the schools to change this has so far been met with resistance and embarrassment. I can understand that much better after having observed supervision in this country, because I can see that this - whatever form we want to give this relationship - calls for a much more careful and far reaching preparation than we have been or for the moment are able to give our supervisors. The preparation of supervisors I see as a long-term problem, because I believe that the main part of this preparation is not courses in supervision but the experience of learning in this way during one's own training. And if that is so, I think it is wise for the time being to accept the type of relationship that normally exists in our best agencies as our basis for training and not to try to force our supervisors into a role that seems unnatural to them.

On this point we are left to solve our own problem, but the American ways of analyzing learning-teaching relationships, and defining the content of a field work experience, will be of great help. I have been very interested in the carefully planned and detailed agreements between schools and agencies stating what experiences the student shall be given and what he is supposed to learn from them and I think we can do much more in that aspect than we have done. Furthermore, I think we should try to study this colleague-relationship between supervisor and student - that is, first find out if it exists or is merely a personal impression of mine, and then find out what positive values such a relationship can give to a training experience in order to make full use of those values, and at what particular points it can hamper the training, so that we can make adjustments to make up for this obstacle.

The solution of the long-term problem of raising the standard of supervision will be, I think, a slow process, based on the defining and refining of the art or the method we use to teach and supervise. Before we have agreed on that, I don't think we can make our co-workers interested in experimenting with American methods of supervising students, which is, I think, the next step. On the way to that, however, I think workshops in supervision will be helpful in raising the interest and keeping discussion alive.

Our shortcomings in arranging our field work can of course not be placed only on the agencies even if my discussion here has centered around them. The responsibility is on the schools where the staffs unfortunately are too small to be able to give proper time to the contacts with the field work agencies. I think our next step there - when there will be a possibility to add new staff members - should be to use these as consultants on supervision for our co-workers in the agencies.

Observation of the method of supervision has been my main interest in visiting the field work agencies. But in addition to that I have had many interesting and helpful discussions on the field work arrangement and the planning. It has, for instance, been very helpful also to meet representatives of schools using block-placements for students instead of the more common system of concurrent field work and classroom teaching.

Summary of the aspects of the field of interest.

I think this summary best can be given as an outline of the ways in which I plan to use the experience I have had under the Fellowship program:

Replanning of the methods course in the school.

Plans for and experiments in grading the students' work in this course.

Workshop for experienced social workers with the purpose of introducing them to American case work material and from that and from their experience try to get a clearer picture of what methods are generally used now and what new ones can be immediately accepted, in order to get a common basis for both classroom teaching and field work.

Review of the efforts of the school and the methods used to integrate school work and field work.

Meeting with people from the agencies in order to make clear what experience the students are given and should be given and to classify these experiences as to their value for students on different levels, and to make agreements on standards of supervision.

Reevaluate the existing supervisory relationship.

Discussion with my colleagues in the other schools in Sweden and planning for our working together with the material I have been given. An inter-Scandinavian conference for the schools for social work planned this summer in Helsinki, Finland, will, I hope, give opportunity for further discussions.

In submitting this report I feel that it gives a very poor picture of a very rich experience. I have only been able to touch on the main objects of interest and time has not allowed me to work through my material and present it in a form that gives justice to the very generous opportunities for study and observation I have been given. I trust, however, that my shortcomings in this respect will not prevent the sponsors of the program from seeing the value of giving Fellowships in this particular area.

STAFF DEVELOPMENT

Among the many new States which came into being after World War II, one of the newest is Israel. It has been faced not only with the problems of establishing its government and legal structure and setting up the manifold services necessary in a modern State, but it has had to make provisions for a constant stream of new immigrants from many lands and cultures. In spite of the many social and economic burdens involved in these situations, Israel has emphasized the necessity of providing organized health and welfare services through competent administration and leadership.

Presented here is a report of one of the thoughtful Israeli visitors, a United Nations Fellow, who presents her conclusions as to the needs in the social work programs of her country and how American practice may be adapted to meet those needs.

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I think that, on the whole, my own fellowship and observation program has met my needs as far as this was possible in such a limited time. It took some time, till I got enough insight into social work in America, to make our own specific needs understood: I wanted to start with my study here in a setting which offered problems similar to those we meet in our daily work. American conditions in the field of social welfare are by no means comparable to those of Israel. In any country, social welfare service is the expression of public opinion, growing out of the feeling and thinking of the citizens and their concept of social responsibility.

Yet, I have learned a great deal about the development of social work in America, private and public, especially in the main field which I had chosen. My observations have broadened and deepened my knowledge and given me a stimulus for further study.

Yet, I do not believe that a mere 6 months of observation enables the fellow to apply American case work methods in practice. I do not believe that I have an exaggerated feeling of responsibility in stating that these methods ought to be applied only after a thorough theoretical study, combined with field work. Such field work ought to be guided and last for a half year at least in one agency, where competent supervision is available.

I. While giving a detailed statement of the specific aspects of the field of my interest, in which I was working during the entire period of my fellowship, and the use of it for my country, I want to make it clear that my suggestions are not final, but given in a tentative form. This is because social work in our country is in a stage of steady development, due to

the fact that we are so young a State, and partly due to the emergency needs which have to be met; and this is also true because our social workers are most eager to improve our methods. In my observation as well as in my proposal for improvement, I refer to conditions as they were when I left Israel.

I want to make use of the knowledge gained in the main field of my observation in the fellowship program, namely;

Case Work, Methods of Training and Supervision as far as they are applicable to conditions in Israel.

In Irsael, the local welfare bureaus are supervised by the Department of Social Welfare (Government). Larger cities have a more developed organization in their welfare bureaus and have made their own arrangements for supervision, in co-operation with the Department of Social Welfare.

I want to discuss here mainly the problems of supervision and training in our social welfare bureaus in rural areas. These are public agencies which employ one to ten social workers who have to carry a mixed caseload. (In Israel, family service is rendered only by public agencies.)

We have no untrained social workers; yet we need social workers badly. This year we opened our second school for social workers of the Municipality of Tel Aviv. The other one, the Jerusalem School of Social Work, is operated by the Government and runs now two parallel classes. However, we were forced to start with several special courses, one of them for Arab students. In these courses people were trained who were more mature, not below 28 years of age, and who had some experience in a related profession, such as health, education or law. These older students were intensively trained for six months. Thereafter, they were sent to field work under special supervision. After two years, these workers returned to school for examination. Owing to this accelerated method of procedure, our professional standard is not a very high one. We had no other choice in meeting our emergency needs. We hesitated to employ untrained workers. So we found it a happier solution to train experienced and mature people intensively, even for a short time, at the calculated risk of temporarily lowering our professional standard.

I want to add that all our workers are keenly interested in studying and raising their standards of work. On the other hand, the caseload is often so heavy and the social workers are so overburdened that, at the moment, they are not capable of studying after too strenuous a working day.

How could we improve the quality of social work in Israel through supervision and training in staff development? The Department of Social Welfare uses every field service as an important link between the Government and the local office. The mutual influence is most important. The Department of Welfare sends its district supervisors to towns and villages. They are alert to the local problems and conditions and are helpful in solving the problems. They serve the local welfare office and, by bringing information back to the department, the central office, they serve the State as a

whole. But, it seems to me, the supervisor's job is not sufficiently clearly defined, and this ought to be done, as the supervisors have, in addition to their main job, administrative and survey duties. Administrative and survey matters ought to go through other channels and should be handled by different experts. Our supervisors are overburdened and, therefore, cannot devote themselves to their educational tasks.

We have good and experienced social workers who could serve as supervisors and carry out further the program I suggest below, provided they have

a) a short special training in connection with the special objectives of supervision, focused on professional education, staff development, training and improvement of the quality of social work

b) a clearly defined program of supervision and staff development, outlining how to teach and how to supervise

c) the program should be unified for the welfare service in the country as a whole

d) social workers should meet at least twice monthly in small groups of not more than 20 to 25 persons, from several small places in one area

e) the supervisor should lecture on techniques used, by repeated practice and performance, but techniques should not be standardized. The supervisor should develop a special ability to teach social workers how to listen, to feel and to understand the underlying meaning of a client's statement.

The supervisor should help the social workers to understand that there are needs common to all human beings, but that the methods in the helping process should be based on a tentative diagnosis and dependent on the individual situation of the client. Emphasis should be put on integration of knowledge. This will enable the social worker to gain some objective control of his own feelings, so that he may concentrate on the client's problem. Guided in this way by a good supervisor, the social worker as a personality matures and grows, and through it his practice will continuously improve and his achievements will steadily increase. He will find that, in solving clients' problems, he will develop himself in this reciprocal experience.

f) Such a training program should be worked out and based on our everyday cases and the problems presented by them. To deal with these problems, to discuss them - like in a case conference - to develop them together with a group of social workers, seems to me a better training method than the pure theoretical discussion.

The total program for staff training and supervision has to be worked out with the purpose of achieving a certain goal of quality and standard of work.

g) The supervisor has to provide such a group of social workers with adequate material for reading and stimulate them to work independently.

h) In addition, an important part of the supervisor's job is to help the social worker in his local setting and his individual situation, in his care for individual cases. This may include discussion of a problematic case or of some special community difficulties. Here, the supervisor should use his own skill, specific training, and guidance on a more individual basis.

II. The private social agencies in America have always done some kind of pioneer work, which stimulated understanding of social problems and activities to solve them. Their influence awakened public opinion to the social responsibility of the citizens who found their expression in legislative action.

With the development of the program of public social welfare in America, most of the private agencies were faced with the fact that part of their former activities had been taken over by the State in public assistance. However, some sectors in the field of social welfare were not covered by the newly developed social welfare program, and so the private agencies continued to serve these clients, or to supplement the services, even of clients who were in the care of a public agency.

Yet, the private agencies were not satisfied, they were ready to use their well trained and skilled staff in another area, to devote themselves to a new task. Lately, private agencies added an important contribution to the profession through research. One may consider some of the American private agencies as experimental stations where findings of related scientific fields are applied tentatively. I am referring to the influence of perception in the fields of psychology, psychiatry and psychoanalysis on social work and social case work. This influence is expressed in the words, "changing concepts in social welfare," and its meaning is known to all who follow the development of social welfare in America. The interpretation of these concepts is now more or less accepted in all American schools for social workers and in all social welfare agencies - and the influence makes itself felt beyond the borders of America. Consequently, the private agencies, while performing their daily tasks, simultaneously are preparing material for research and study.

On the other hand, social workers in Israel were instructed in methods of social case work, but did not apply their knowledge. We were not equipped to use the theory in practice, because the facilities involved in and essential to case work were not available. The caseload was too heavy, and this was another reason why we could not afford refined and more individualized service.

But now we should start in our social welfare agencies with instituting research work and study in case work. I would suggest using the modern case work method for the mere purpose of studying it. Here, too, we have to find our own foundation, according to our own needs and conditions.

Relying on the experience of America and relying on knowledge of psychoanalytical thinking, we may develop methods adequate for our needs.

I do not believe that this will be an easy task. It would facilitate things if the initiative would simultaneously arise in several sectors connected with or related to social welfare.

The following points have to be considered in the planning for the introduction of new methods:

a The psychiatrists could make a great and most important contribution to case work in our country if they had the understanding of what case work is, and had the conviction that case work could help in fields where both psychiatry and welfare have at least a common concern. At this time a more specific training for case work methods should be given to psychiatrists, to prepare them for appropriate consultations with social case workers.

b Social workers in Israel should integrate their knowledge of personality factors and their skill in interviewing to create good worker-client relationship, helpful in revealing more fundamental problems.

In this connection, it seems to me that good supervision and the availability of psychiatric consultation are a condition sine qua non to diagnostic evaluation. Our social workers have to be guided to evaluate the total personality, the social situation and must be helped in reaching a decision if they have to undertake treatment.

On what level this treatment should be applied, is a question which will depend less on the need of the client than on the case worker's treatment skill or experience to meet the varying needs.

Fully aware that anything less than deep-rooted knowledge may cause irreparable harm, it is essential that we know and take into account our own limitations. For the same reason, this process of teaching and research that I have advocated should be very slow, carefully applied, and carried out with the sense of responsibility which the clients' welfare renders imperative. I suggest that in our local social welfare office and in others where similar conditions prevail, we should start with a few cases where treatment is indicated - provided we find the psychiatrist-consultants ready to help the social workers and, thus, the clients - and provided we find an experienced case worker who could serve, even part time, as experienced supervisor.

The local agencies should decide for themselves whether they will participate in this study plan for case work, provided a good guidance is available. Such an experiment could be helpful for the development of social case work in Israel, in more than one respect:-

a We could make this experiment for research and study.

b We could assist every agency by guiding some of their workers step by step in order to develop treatment skills and use of case work techniques.

c We could help in creating such facilities as field work placements for our students who are now being taught American methods of case work in their school.

d This experiment should be used as a program of staff development training for the total staff of those agencies that participate in the plan. In any case, such kind of training is a challenge to broaden and deepen the experience of all social workers.

Summarizing, I want to emphasize the promises for the development of social work in Israel:

a I suggest to improve the general program of the Department of Social Welfare relating to supervision and staff development.

b I suggest that the standards of our schools of social work be raised and that special emphasis be placed on conveying a full picture of human behavior and emotional problems.

c I suggest that our local agencies take an active part in realizing this plan and that they endeavor to institute more intensive case work methods.

I have limited my report to the main objective of my observation, but I should be remiss if I did not mention and emphasize the manifold experiences, insights, and opportunities which I was afforded and which were of great interest and assistance. Those valuable contributions are gratefully acknowledged and are much appreciated. In this connection, I can merely mention the interesting information I received concerning social service organization and social administration; the interrelationship of agencies; and the work of the community service. One of my most gratifying experiences was to learn about the American rehabilitation program and the operation of child welfare.

I also want to express deep appreciation and gratitude that this privilege of the Fellowship was extended to me and to my country whose institutions of social welfare will greatly benefit therefrom.

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