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Training in Child Care

INTERIM REPORT OF THE CARE OF CHILDREN COMMITTEE

*Presented by the Secretary of State for the Home Department, the Minister of Health,
and the Minister of Education, to Parliament by Command of His Majesty
March 1946*

LONDON
HIS MAJESTY'S STATIONERY OFFICE
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WARRANT OF APPOINTMENT

WE HEREBY APPOINT :

Miss MYRA CURTIS, C.B.E.
*Mrs. J. L. ADAMSON, M.P.
*Mrs. CAZALET KEIR, M.P.
Mr. H. GRAHAM WHITE, M.P.
Miss S. CLEMENT BROWN
Mr. R. J. EVANS
Miss LUCY G. FILDES
Miss M. L. HARFORD
Dr. SOMERVILLE HASTINGS
Alderman Miss K. JONES, O.B.E.
The Reverend J. H. LITTEN
Mr. J. MOSS
Mrs. HELEN MURTAGH
Mr. HENRY SALT
Professor J. C. SPENCE, M.C., M.D.
Mrs. F. G. A. TEMPLE, and
Mr. S. O. WALMSLEY

to be a Committee to inquire into existing methods of providing for children who from loss of parents or from any cause whatever are deprived of a normal home life with their own parents or relatives ; and to consider what further measures should be taken to ensure that these children are brought up under conditions best calculated to compensate them for the lack of parental care.

AND WE FURTHER APPOINT Miss Myra Curtis to be Chairman and Miss D. M. D. Rosling of the Home Office and Mr. G. T. Milne of the Ministry of Health, to be Joint Secretaries of the Committee.

(Signed) HERBERT MORRISON
HENRY WILLINK
R. A. BUTLER

London

8th March, 1945.

* Resigned.

WE HEREBY APPOINT Mrs. Muriel E. Nichol, M.P., to be a member of the Committee to inquire into existing methods of providing for children who from loss of parents or from any cause whatever are deprived of a normal home life with their own parents or relatives ; and to consider what further measures should be taken to ensure that these children are brought up under conditions best calculated to compensate them for the lack of parental care, in place of Mrs. J. L. Adamson, M.P., who has resigned.

(Signed) J. CHUTER EDE
ANEURIN BEVAN
ELLEN WILKINSON

London.

8th October, 1945.

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CARE OF CHILDREN COMMITTEE INTERIM REPORT

TRAINING IN CHILD CARE

To: The Right Honourable J. CHUTER EDE, M.P.,
Secretary of State for the Home Department.

The Right Honourable ANEURIN BEVAN, M.P.,
Minister of Health.

The Right Honourable ELLEN WILKINSON, M.P.,
Minister of Education.

Introduction

1. At an early stage of our investigations into the present provision for children deprived of a normal home life, it became apparent to us that large sections of the staff caring for such children were without any special training for the task, and that this circumstance was in part responsible for unsatisfactory standards where these existed. We accordingly appointed a Sub-Committee to investigate the matter with a view to making early practical proposals. The conclusions of the Sub-Committee, as adopted by the full Committee, on the training of one particular section of the staff concerned are set out in this report. Our views are founded on personal observation of Children's Homes and on discussions with responsible persons in charge. They have been greatly strengthened by the recommendations in favour of some scheme such as we propose which have been made by a number of important bodies in evidence furnished to us. We may instance in particular the County Councils Association, the National Children's Home and Orphanage, the Provisional National Council for Mental Health, the Charity Organisation Society, and the National Association of Administrators of Local Government Establishments.

2. We examined in the first place the question of the training now given to all grades of workers (men and women) employed in the care of children deprived of a normal home life, from the professional social worker to the nursery assistant.

3. We set out in the Appendix to this report particulars of the various courses available, whether under the auspices of universities, government departments, vocational associations or voluntary organisations. Some of these courses provide adequately for certain grades of workers concerned with the care of children; about others, in particular boarding-out visitors, we shall have more to say in a later report. In the present report we confine ourselves to dealing with one group of workers—residential staff of the House Mother type in charge of groups of children in small cottage or independent ('scattered') homes or as sub-divisions of large establishments. (We include male staff on similar duties.) We have selected this group for first attention, not only on account of their key position in relation to the children but also because, as will appear from the Appendix, the training of such staff is not comprehensively covered by any of the existing arrangements, and we find that this is not true to the same extent of any other class of worker. The

non-resident "case" worker is catered for by the various types of training in social work. Posts in institutions requiring full nursing qualifications should be filled by nurses with the appropriate hospital training. For Nursery Nurses and Nursery Assistants there are limited facilities for training under private auspices, and training under State auspices is about to be provided. But for the "House Mother" or "Assistant Matron" and corresponding male staff in Children's Homes no comprehensive courses exist except those arranged by certain voluntary organisations for their own staff. The value of training "on the job" depends on the standards of the individual Homes; and our visits to various Homes in different parts of the country have satisfied us that many of them are not of a sufficiently high standard to ensure good results.

4. The duties of the staff in question are largely of a domestic and unspecialised character (see paragraph 10 below) and it has been widely assumed in the past that no qualifications beyond personal suitability and some domestic experience or handicraft are called for. In the existing labour shortage even these qualifications have often been hard to secure. We have however found general agreement among the main employing bodies and responsible officers in charge of Homes that the employment of fully qualified and trained staff is desirable—even essential—if the general standard of child care is to be improved; and this is our own view. The men and women now employed in the posts in question, though sometimes very suitable in temperament and possessing the necessary practical skills, have only rarely had the opportunity for special study of the normal development of the child, his need of affection, the causes of any unusual developments of behaviour or personality, or the conditions, physical and social, which can best compensate him for the deprivation of the more stable background of a family home. Mistaken handling of children in Homes, even by the most well meaning, and a tendency to treat them as groups instead of as individuals, are only too likely in such circumstances. Fears have been expressed to us in some quarters that systematic training would make the attitude of the workers concerned too academic, and might even spoil their natural and homely touch with the children and unfit them for the performance of the necessary daily domestic duties of the posts. We understand these apprehensions, but they are not borne out by the experience of those voluntary organisations which are developing their own system of training and are already employing some trained staff in their Homes. Any such danger can we think be obviated by selection with reference to personality and temperament, by correlation of practical and theoretical work, by setting a high standard of practical work and by emphasis on oral rather than written examinations.

5. We must not here anticipate our findings on the general question of the institutional care of children, beyond saying that in our view some institutional provision is indispensable, and that for some time to come it must be on a scale sufficient to absorb large numbers of trained men and women—mainly of course women—in the grade with which we are concerned. There is evidence of widespread under-staffing of existing Homes.

6. For this group of staff therefore we consider that some immediate provision is necessary and from the evidence formal and informal which we have heard we think that there should be no difficulty in organising a scheme of training with the co-operation of all interested bodies. We consider it to be a matter of great importance and urgency that child care should be offered, with the appropriate publicity, as a recognised calling for which definite qualifications are required, to men and women discharged from H.M. Forces in the near future.

A Central Training Council : Functions

7. Our first recommendation is that a Central Council for Training in Child Care should be set up, the task of which would be to administer a scheme of training as proposed in this report and such other schemes as may be added later.

The functions of the Council would be to prescribe the curriculum (for which we make some suggestions below); to select and approve Homes suitable for the practical training of students taking the course; to arrange, in consultation with Local Education Authorities, with teaching centres and institutions, for the theoretical part of the course; to approve exemptions from parts of the course on the ground of Certificates already held; to appoint a board of examiners; to approve applications and the selection of students including those nominated by the Voluntary Organisations and Local Authorities; to direct students when necessary to suitable training centres; to approve a course for tutors who would be responsible for the theoretical teaching at centres not possessing qualified staff (see paragraph 17 below). It may be found desirable to decentralise some of these functions when the scheme is well established.

Central Training Council : Constitution and Finance

8. We think that nominees of the following bodies might be asked to serve on the Council, as individuals not as delegates of the nominating bodies; the list is not intended to be exhaustive and it might not be necessary to ask each of the organisations named to nominate a member, if adequate representation of the group concerned were otherwise secured.

- (1) The Government Departments concerned.
- (2) The Association of Municipal Corporations, the County Councils Association, the Association of Education Committees and the London County Council.
- (3) The Council of Associated Children's Homes. (It is understood that the representative capacity of the Council, which at present covers six large groups of Homes under voluntary management, is being considerably enlarged by the inclusion of other groups of Children's Homes. If possible the Council's nominees should represent various types of voluntary Homes.)
- (4) The British Paediatric Association; the National Council of Social Service; the Provisional National Council for Mental Health; the National Council for Maternity and Child Welfare.
- (5) The Joint University Council for Social Studies; the Association of Teachers in Training Colleges and Departments of Education.
- (6) Organisations representing the employees concerned, whether in the employment of Local Authorities or Voluntary Organisations.

In addition we think the Council should co-opt five members whose experience, general or special, seems likely to be of value.

9. The Government Departments and the employers represented on the Council—viz. the Local Authorities and the Voluntary Organisations—might reasonably be asked to contribute to the cost of a central administrative office under a Director of Training who should be provided with staff and with clerical help. In addition the salaries of the Supervising Tutors referred to in paragraph 17 below would fall on the central administration. We do not think the cost should exceed say £5,000 p.a., and unless the State is prepared to bear the whole expense we think the Local Authorities and the voluntary organisations might contribute sums proportionate to the number

of children respectively in their care, while the State might contribute a sum equal to the joint contribution of the other two groups. The share-out of the "employers'" contributions among individual Local Authorities and Voluntary Organisations would be a matter for discussion with their Associations.

COURSE IN CHILD CARE

For staff in Homes called variously House Mothers, Assistant Matrons, or Masters, Foster Mothers or Foster Fathers.

Nature of Duties for which training is required

10. The House Mother or Assistant Matron should be a woman suitable to take charge of a "family" group of up to 12 children from (say) 2 years of age to 14 or 15. She must play the part of a mother to the children and be able to create for them the atmosphere of affection and security necessary to their happiness. She must also be able to meet the demands of various ages, take an interest in their activities and their development, and give them the kind of training in character and social habits which is normally given in the home. She must understand the domestic, household and health sides of her work, and she must be businesslike and orderly in keeping simple records and making necessary reports.

The corresponding male worker must play the father's part. His duties call for equal understanding of and interest in children but his domestic work will lie on the side of out-of-door and recreational activities rather than the physical care of the child.

Qualifications

11. Candidates should show that they have had sufficient education to profit by the course. Methods of assessing their educational standard will be for the Council to determine. Personal interviews of candidates should be arranged on behalf of the Council. A sound knowledge of some craft is a desirable qualification. The age of admission should not be less than 18 and preferably not over 35, though we realise that some very suitable candidates above this age limit, e.g. widows who have brought up their own families, may present themselves. Candidates should be asked to produce testimonials and references from persons competent to assess their character and suitability for this form of work.

Curriculum

12. We suggest that the course should be in two parts, the first a two years' course leading to a Certificate in Child Care (Part I) and the second leading, after a further year in employment, to a Certificate in Child Care (Part II). The first certificate we regard as in itself a qualification for employment as a House Mother or Assistant House Mother according to age. The attainment of the second would indicate suitability for more senior work and for promotion.

The first part of the course would consist of practical and theoretical work, carried on either concurrently or consecutively. By practical work in this context we mean practice in the care of children in the Homes; by theoretical work we mean instruction and discussion in classes. Whether the two are consecutive or concurrent the course should begin with a period of not less than three months' work in a selected Home under skilled and trained supervision. This would be in the nature of a trial period, and if the candidate showed no aptitude for the care of children he or she should not be allowed to proceed. After this initial period students near a suitable teaching centre

such as a technical institution, might give half their day or week to theoretical work and half to practical work in the Home for the rest of the course, apart from a short period at the end to be used for gaining experience in other types of establishment. We think that in present circumstances, residential training for women should normally be taken in the small Homes forming part of a large group of Homes where experience could be gained of larger group activities as well as of family care. Large Homes and residential Nurseries might be visited at the end of the course. Men might gain more useful experience in large establishments where the group or "house" system has been adopted.

13. Where no teaching centre is near enough at hand for theoretical training to be taken concurrently with practical training, it may be necessary to arrange alternating periods of theory and practice lasting a term or longer. We regard it as most important in a course of this kind that theoretical and practical work should be closely related, and one way of arranging this might be for students who come to London or a provincial centre for theoretical training to be accommodated in some of the Children's Homes in the neighbourhood.

14. The theoretical work should, we think, include :—

(i) *Household Management*. Sufficient practical and theoretical instruction to provide a satisfactory working knowledge of food values, cookery, including simple invalid cookery, house management and cleaning; use of domestic equipment; simple repairs, organising housework; care of clothes, mending, etc., laundry.

(ii) *Care of Health and Prevention of Disease*, in particular the recognition and care of minor ailments.

(iii) *The Study of Child Development*, non-technical instruction in the normal development of a child, and some of the common behaviour difficulties, given in a series of talks followed by discussion related to the student's own experience.

(iv) *Playing with children*. Some instruction in playing indoor and outdoor games, hobbies for children, and the telling of stories; knowledge of the facilities available for outside entertainment and instruction—e.g. public libraries, youth organisations, etc.

(v) *Elementary lectures in social conditions and the social services* illustrated by visits to infant welfare centres, child guidance clinics, play centres, youth clubs, schools and institutions of various types. If possible students should see something of the home background of the children they meet in this way.

(vi) Some courses devoted to improving the *general standard of culture* and developing the students' own taste and interests, in subjects such as literature, music, art and dramatics.

(vii) *Record Keeping, writing reports and keeping simple household accounts*.

(viii) A course in *religious education* should be available if desired, arranged, if possible, by agreement with the religious denominations.

This curriculum is appropriate both to men and to women students, except that under heading (i) training in such matters as gardening, poultry keeping, care of grounds, care of animals, and maintenance of fabric should be substituted, in the case of men, for cooking, housework, and care of clothing.

15. An examination, partly written and partly oral, would be taken at the end of the two years' course. Reports on the day to day work of the students made by supervisors selected from the staff of the Homes would be taken into account by the examiners. It is suggested that the board of examiners might be drawn from such institutions as King's College for Household and Social Science in the University of London for the practical work and the Institution of Education (Department of Child Development) in the same University or the Froebel Foundation for the theoretical work. A successful candidate would, as suggested above, receive a Certificate and would then be in a position to obtain employment as House Mother or Assistant Matron or Assistant Master. After a further year's successful work in a Children's Home, with a course of reading in accordance with the requirement of the Central Training Council and the submission at the end of the year of some written report or essay by the candidate, he or she should be eligible to receive the Part II Certificate in Child Care.

Training Grants

16. We think it unlikely that suitable candidates will be attracted to the course in sufficient numbers unless help is available from public funds for students who cannot meet the cost themselves. It is most undesirable that any suitable candidate should be prevented by financial difficulty from taking a course of this kind. We consider therefore that candidates admitted to the course—i.e. approved by the Central Training Council—for the Child Care Certificate (Part I) should be assisted where necessary by bursaries. Some candidates from the Forces will be eligible for Government Training Grants but these will assist only in the immediate post-war years. We think continuing provision will be necessary. During the initial period of practical work the candidate would be of little use to the institution in which she was working, and though she might be considered worth her keep, it would have to be clearly understood that her training must come first and service to the institution second. During periods of entirely theoretical work, the student of narrow means would need a maintenance grant plus approved fees. During the later period of practical work both Local Authorities and Voluntary Organisations may be expected to pay the trainee a salary. Bursaries should be tenable at the voluntary training schools referred to below as well as at other training centres, but should not entail a pledge to work in any particular area or under any one employing organisation.

Arrangements for Teaching

17. The types of institution which we have in mind for the provision of theoretical training are :—

Teachers' Training Colleges (if they have space and suitable existing courses to which Child Care students could be admitted).

Polytechnics, Technical Colleges and prospective County Colleges.

Existing Training Schools run by voluntary organisations (Dr. Barnardo's Homes and the National Children's Home).

As no suitable staff may be available at an institution which is willing to provide a course it will be necessary for the Central Training Council to put itself in a position to recommend Tutors. These should have taken a short intensive course approved by the Council at (say) the Institute of Education or King's College for Household and Social Science or other Colleges able to provide a similar training for persons who possess suitable academic qualifications and if possible practical knowledge of Children's Homes. The Tutors might each serve a number of local training centres if arrangements

can be made to provide them in this way with full-time employment. They should not confine themselves to theoretical instruction but should keep in touch with students doing practical work in the Homes and those preparing for the Part II Certificate. The Council itself should employ one or more Supervising Tutors whose duty it would be to keep in touch with the various centres, to follow and supervise the students' progress, and to keep up the general standard of training.

Exemptions

18. We have already mentioned the question of exempting candidates from part of the course on account of certificates already held. Some of the certificates which might be considered ground for exemption from some part of the course are: any recognised Teacher's Certificate or Domestic Science Certificate; State Registered Nurse's Certificate; Health Visitor's Certificate; State Registered Sick Children's Nurse's Certificate; Nursery Nurse's Diploma; the Certificate of a Nursery Training College; the new National Nursery Certificate.

Numbers

19. We have tried to calculate the probable yearly number of students to be provided for, on the assumptions of the fifth paragraph of our Introduction and supposing that both Local Authorities and Voluntary Organisations fill all vacancies for this grade of staff by the appointment of certificated workers at salaries adequate to attract them. While it is not easy to arrive at a figure we think it would be safe to count on filling three to four hundred vacancies each year with new recruits when the scheme is in full working order and is generally accepted. It should be borne in mind that new recruits to the class of House Mother will not be the only applicants for this course. There will also be the members of the existing staff (see paragraph (21)) who desire to obtain an examination qualification. We think also that the course should develop so as to have a wide attraction for girls and young mothers who wish to have understanding of housecraft and mothercraft.

Salaries of trained staff

20. We appreciate that recruits will not be forthcoming unless they are assured of status, living conditions, rate of pay and superannuation commensurate with their preparation for this work. We are not in a position to recommend scales of pay but we consider that they should be looked at in relation to other grades, e.g. teachers and State Registered nurses, who take long periods of intensive training. While the training of the House Mother will not give her the specialised qualification of either of these grades she will be definitely above the level of the domestic workers covered by the Hetherington scale to whose remuneration hers at present approximates. There is machinery in existence so far as Local Authorities are concerned for the negotiation of scales of pay, and possibly this could be enlarged for the present purpose to include representatives of the Voluntary Organisations and their employees.

Provision for existing Staff

Trained House Mothers

21. For the Staff who already hold certificates from Dr. Barnardo's Homes or the National Children's Home, we think the Council should consider the grant of a Child Care Certificate on the basis of a special written and oral examination.

Untrained House Mothers wishing to qualify for Certificates

22. Experienced untrained Staff who desire to qualify for a Certificate should be given special leave, as and when this is possible, to take a modified course in which exemptions would be allowed under rules laid down by the Council in recognition of their practical experience. Some assistance with their expenses might be necessary. It seems desirable that an early release of a small number of competent House Mothers to work for Certificates on these terms should be arranged. We do not however suggest that the inception of the training of new recruits should await this release if shortage of staff should make it impracticable in the immediate future. We hope that Local Authorities and Voluntary Organisations will make every effort to assist their existing staff to qualify for certificates in the shortest possible time.

Heads and Senior members of Staff

23. We recommend that encouragement be given to any suitable scheme for immediate intensive theoretical training of a few Heads and Senior members of the Staffs of those Homes which may be selected for residential training. We understand that the Provisional National Council for Mental Health is prepared to institute a course in Child Development for such staff and there may be other organisations or Colleges which would do so. It is obviously desirable that the supervisors in the Homes under whom the students do their practical work should be conversant with the kind of theoretical teaching they are receiving. Indeed if they were not, an antagonism might be set up which would have disastrous effects on the progress of the training. We hope therefore that if our recommendations are approved some immediate steps in this direction may be taken so that suitable Homes may be available under trained Heads for the first recruits accepted by the Council.

Refresher Courses and Conferences

24. Some Local Authorities have made a good beginning with short Refresher Courses and Conferences for the staffs of their Children's Homes. We think this plan has great possibilities, and we hope the Council will consider instituting such courses and conferences as a means of stimulating and maintaining the interest of the staff in their work. They may be residential, of the "Summer School" type, lasting two or three weeks, or they may consist of weekly lectures over a longer period at some suitable centre. In either case the lectures should deal in a simple and commonsense way with selected aspects of the subjects (i) to (vii) in the course proposed for the Child Care Certificate (paragraph 14 above). There should be facilities for discussion of problems arising out of the experience of those taking part.

Conclusion

25. We are well aware that there are considerable practical difficulties in the way of carrying out our proposals. Training centres may be hard to establish: tutors will be in short supply: the alternation of practical and theoretical work will involve an intricate time table. We think, however, that an undertaking of this kind must begin, if necessary, on a small scale and make the best of whatever opportunities present themselves. If it had to wait till the circumstances were entirely favourable it would be postponed for years. It is in the belief that the introduction of trained staff will make a real difference to the welfare of the children in the Homes that we strongly recommend that a beginning should be made without delay.

We assume that if our recommendations are approved the initial steps will be taken by the Home Office, the Ministry of Health and the Ministry of Education in consultation, without prejudice to any decision which may be taken with regard to Departmental responsibility for the care of the children with whom we are concerned.

(Sgd.) MYRA CURTIS (Chairman)

S. CLEMENT BROWN

R. J. EVANS

LUCY G. FILDES

M. L. HARFORD

SOMERVILLE HASTINGS

M. N. KINGSMILL JONES

JOHN H. LITTEN

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HENRY SALT

J. C. SPENCE

F. G. A. TEMPLE

SYDNEY O. WALMSLEY

H. GRAHAM WHITE.

D. M. ROSLING } Secretaries.
G. T. MILNE }

4th January, 1946.

APPENDIX

SECTION I: RESIDENTIAL WORKERS IN NURSERIES
AND CHILDREN'S HOMES

Training for Nursery Nurses and Nursery Assistants (excluding technically trained teachers and nurses).

1. There are four types of training, other than the training of Nurses and Teachers designed to qualify those who have direct responsibility for the care of young children:—

(1) Courses arranged by the *Association of Nursery Training Colleges* in the affiliated Colleges such as Norland, Wellgarth, etc. Nurses holding the Certificate of an affiliated College are eligible without further training to take the Nursery Nurses Examination held by the Royal Sanitary Institute.

(2) The *Nursery Nurses Diploma*, offered by the National Society of Children's Nurseries.

(3) A course given at the *Rachel Macmillan Training College*.

(4) Courses arranged by Voluntary Organisations, and war-time Courses.

Private Nursery Training College Courses

2. The usual length of such a Course is eighteen months but some Courses are longer. The different colleges have resident children (0-5 is the common age range) and students are resident. Both students and children are taken on a fee-paying basis.

The minimum age of students is commonly 17 years at entry. There is no general entry qualification other than age but the Colleges prefer candidates of School Certificate standard. Training is both practical and theoretical.

The Colleges award their own certificates, and many students enter for the R.S.I. examination in addition. This comprises two written papers and an oral examination.

To qualify for entry for this examination, candidates must produce evidence of passing the examination qualifying for the certificate of training at a Nursery Training College affiliated to, or recognised by, the Association of Nursery Training Colleges.

Nursery Nurses Diploma

This is awarded as a result of a theoretical and practical examination.

To qualify for entry students must have trained for not less than one year at an institution affiliated to the National Society of Children's Nurseries.

The *Rachel Macmillan Training College* offers a one-year Course for those proposing to work as Nursery Assistants. The Course consists of theoretical and practical work.

There is no academic qualification for entry.

The *Associated Baby and Child Care Diploma* (A.B.C.D.) is awarded by the Church of England Waifs and Strays Society. This is a war-time course, and will probably be given up if any standardised qualification becomes available.

Students are accepted for training at the age of sixteen, occasionally younger, though they cannot begin working for the certificate before the age of sixteen. There is no educational requirement.

Certificates are given on completion of training for (a) Care of infants, (b) Work with toddlers, (c) Work with older children. The training is residential.

The full Diploma is awarded to students gaining two or more certificates. Training for the first certificate must last twelve months. Subsequent Courses may be taken in six months. The training and examination for this Diploma consists of theoretical as well as practical work in all departments of work for children.

War-time Courses have also been offered by the Child Care Reserve. These Courses consisted of two to four weeks' training. For "Nursery Helpers" girls were accepted at sixteen or younger but many older women undertook the training.

In a Circular recently issued by the Ministries of Health and Education (Circular 126/45 M. of H. and Circular 59 M. of Ed.) the *Training of Nursery Students in Nurseries, Nursery Schools and Nursery Classes*, it was stated that it has been decided to institute a course leading to a National Nursery Certificate. It is stated in this Circular that after July, 1946, the approval of nurseries for training would be given by officers of the two Departments, and not as hitherto by the National Society of Children's Nurseries. A Joint Examining Board has been set up, consisting of members nominated by the Royal Sanitary Institute, the Nursery Schools Association, the National Society of Children's Nurseries, the Association of Nursery Training Colleges, the Associated Council of Children's Homes, and the two Government Departments. The Course covers a period of two years, consists of practical and theoretical work, and is designed for girls entering at the age of fifteen

or sixteen. The planning of the Course is based upon the assumption that candidates will be released from their employment responsibilities for two whole days a week. The courses will probably be based upon the Technical Institutes. A written examination covering only the vocational subjects of Health and Education will be conducted on a detailed syllabus to be issued by the Joint Examining Board.

Training for the Staff of Children's Homes and Institutions

Courses offered by Voluntary Organisations

3. Courses are offered by the National Children's Home and Orphanage and Dr. Barnardo's Homes, and lead to a Child Welfare Certificate.

The Course offered by the National Children's Home and Orphanage is limited to members of its own staff. The training covers a period of about three years. The first year is spent in "preliminary practice" in the Branches of the Children's Home, during which the students undertake some supervised reading; the second year in theoretical and practical work in residence at the Sisters' Training School; the third year as a probationer on the staff of one of the Branches.

The National Children's Home and Orphanage Child Welfare Certificate is awarded to ordained Sisters who have gained a Sister's Training School Certificate (after their second-year course of training), have completed two years' practical work after their year's probation, and also hold some other alternative qualifications such as the Certificate of a State Registered Nurse, the Certificate of a Froebel or Montessori teacher, or the Certificate of the National Society of Children's Nurseries.

A Certificate is also offered by Dr. Barnardo's Homes. The Course of training covers two years, the first of which is spent in the School where the subjects taught are Child Development and psychology, Principles of Social Work in connection with children, Child Hygiene and Prevention of Diseases, Children's games and hobbies, Singing and Drama, Housecraft, Cookery, Needlework and Laundrywork. In addition, the Religious Training of children and the simple presentation of the Bible to children are studied.

During this year the students are brought into contact with children at the Hospital, Child Guidance Centre, and Play Centre, which are situated in the Garden City, as well as in the Cottages.

The second year is spent in gaining practical experience in one of the many Homes belonging to this Organisation, during which time the student continues suitable reading under the guidance of a Training School Tutor.

Students who successfully pass the examination and tests at the close of each year and whose practical work has proved satisfactory are awarded a certificate.

(a) Courses offered by Local Authorities

4. Many short courses, usually of one or two weeks, were run before the war by individual local authorities (e.g. the London County Council) mainly for their own workers.

(b) Courses run by Polytechnics, Training Schools, etc.

Attempts were made to run Courses of a more comprehensive kind before the war—e.g., at the *Battersea Polytechnic and the Vocational Training School, Bristol*. Of these two the first could not get an adequate supply of students owing to financial difficulties, and the second has not been able to carry on owing to war conditions.

During the war years the *Ministry of Health* has run short courses of training (some through the Provisional National Council for Mental Health and some through local agencies). These Courses have generally consisted of about one week in residence, and have been designed for the wardens and matrons of hostels for difficult evacuated children.

SECTION II: NON-RESIDENT SOCIAL WORKERS IN CHILD CARE

5. The phrase "social work" is not used here in its widest sense, as any service primarily directed towards human welfare. Under this heading are included only those services which concern themselves with the child in relation to his family and to life in the community.

A wide variety of social workers in this sense are concerned with various aspects of the care of children deprived of normal home life. It seems important to include those services which are concerned with the health and welfare of the child in his own home since social workers employed in these services will necessarily play an important part in reaching decisions whether it is desirable to deprive a child of normal home life.

Roughly these social workers fall into two groups: (1) those who assist or care for the child in his own home in normal circumstances, and (2) those who take up the care of the child when something is wrong, including those services which are concerned with welfare involving protection and prosecution. The first group may discover circumstances in the course of their normal work which call for special investigation and action. This action may end in the child's removal from home, for health or other reasons. The second group are called in for special inquiry or action.

A.—FUNCTIONS AND QUALIFICATIONS

The functions of the various groups of workers are described first with the qualifications which are generally accepted. In Section B training courses are described.

Children's Care Organisers

6. In London Children's Care work is carried out by voluntary workers who are members of a Children's Care Committee appointed by the London County Council. Their function is to care for the children of a group of schools in such ways as inquiring into needs for meals, medical treatment, and clothes. Of recent years their function has become more widely interpreted as dealing with the welfare of the school child in relation to his family and other social circumstances. Members of the Committee are voluntary workers and work in close contact with the schools and with their Organisers who are salaried trained workers appointed by the Council to train and advise the volunteers. The scheme was devised by the L.C.C.

Qualifications

In the London County Council Children's Care Service all *Organisers* are now required to hold a Social Science Certificate, or an appropriate degree, followed by a period of practical training.

School Attendance Officers : Local Authority Welfare Officers

7. When a child is away from school for any length of time his absence is reported to the School Attendance Officer who calls at the home and makes enquiry. If the absence is justified no action is taken in the ordinary way unless some special care by the school medical service or, in a few areas, a Child Guidance Clinic is called for.

Of recent years a number of new functions have been added to the responsibilities of the local education authority—for example, additional enquiries for the juvenile court; duties under the Adoption of Children Act, 1926, and the supervision of children placed under the guardianship of the local authority as a "Fit Person."

In some areas all these new services have been handled by existing local authority departments, often leaving a great deal of the responsibility to the School Attendance Officers. There has been a tendency recently for authorities to appoint special "Welfare Officers" either by promotion within the service, or by direct appointment, and in such cases a Certificate or Diploma in Social Service is sometimes required.

Qualifications

Few School Attendance Officers have any training or special experience on appointment, nor is there any appropriate course for which they can study during employment.

The appointment of "Welfare Officers" or "Enquiry Officers", sometimes made with special training requirements, is therefore a new departure.

Public Assistance Boarding-Out Visitors

Functions

8. A number of Public Assistance Authorities now employ full-time paid workers to supervise children boarded out by the Authority. In some areas they also have some responsibility for the welfare of children in Homes and Institutions.

Qualifications

There is no prescribed qualification for Boarding-Out Visitors but there is a growing tendency for Public Assistance Authorities to employ trained social workers.

Health Visitors, Child Life Protection Officers, School Nurses

Functions

9. Health Visitors are responsible under the Maternity and Child Welfare Authorities for the health and welfare of pregnant and nursing mothers, infants and young children up to the age of five, and carry out their duties by regular home visits and by attendance at Maternity and Child Welfare Centres.

The Health Visitor may be concerned with the child deprived of normal home life if children of under five for whom they are normally responsible are boarded-out, or if they act, as they usually do, as Child Life Protection Officers, and are responsible for the supervision of children under the age of nine who are received for reward. They may also be responsible for making inquiries and for supervision of children whose legal adoption is pending or who are being cared for by "adopters" under third-party arrangements. By arrangement with the Public Assistance Committee they may supervise children who

are boarded-out by the Public Assistance Authority. They frequently act as Tuberculosis Visitors and may have duties in connection with the welfare of the blind and under the Mental Deficiency Acts.

In many areas Health Visitors act both as Health Visitors and School Nurses and as such are concerned with the health and welfare of school children.

Qualifications

All Health Visitors must by statute hold a Health Visitor's Certificate.

There has been no prescribed qualification for a Child Life Protection Officer as such but the great majority are Health Visitors.

Hitherto most School Nurses have been required by local authorities to be State Registered Nurses. The Ministry of Education has recently decided that all School Nurses shall in the future be required to hold a Health Visitor's qualification.

Workers in Connection with Adoption

10. Voluntary organisations may arrange adoptions only if they are registered by the Local Authority as Adoption Societies. Before registering an adoption society the local authority is required to be satisfied that it employs a sufficient number of competent persons but no special training is prescribed. Local authorities may themselves initiate adoption proceedings.

Guardian ad litem: The Court must appoint a guardian ad litem for every infant in respect of whom an adoption application is made. If the local authority is appointed as guardian ad litem preliminary investigations may be undertaken by Health Visitors, School Attendance and School Welfare Officers, Officers of the Public Assistance Department or by an Administrative Officer. In some areas a social worker such as the Probation Officer or Moral Welfare worker is appointed as guardian ad litem.

Family Case Workers (e.g. Charity Organisation Society, Jewish Board of Guardians, Personal Service Societies).

Functions

11. Family Case Workers may be concerned with the child deprived of normal home life when, either because of home conditions or the special needs of a child, it may be necessary to make arrangements for the child's removal from home. The special characteristic of their work is their service for the family as a whole, which would provide the basis for such a decision and would be kept in mind throughout any period of family separation with a view to the ultimate re-establishment of the family if this became possible.

So far this type of work has been almost entirely carried out by voluntarily supported societies, but of recent years this kind of approach is increasingly accepted in local authority services dealing with families, e.g. Public Assistance, and in Government Departments such as the Assistance Board and the Ministry of Labour Resettlement Advice Offices.

Qualifications

There is a larger proportion of trained social workers in the voluntary family case work agencies than in any other field of social service apart from those connected with health services, which employ for example Health Visitors and Hospital Almoners.

The usual training accepted is that of the Social Science Certificate or relevant degree and practical training, and this has recently been supplemented by a year's practical training in family case work.

An alternative to this full training is offered by certain agencies such as the C.O.S. and the Liverpool Personal Service Society, and is supplemented by lecture courses.

Hospital Almoners

Functions

12. Hospital Almoners are appointed to the staff of voluntary and public hospitals and to T.B. dispensaries for the purpose of investigating and throwing light upon the social causes of illness, for carrying out any special recommendations required for effective recovery, and, in some cases for assessing patients for the cost of their treatment.

They may be concerned with the child deprived of normal home life because the child has become a long-term patient, or because his parents have become patients and are not able to care for him. They may have to take responsibility for recommending the care of the child in an Institution or adoption, particularly in the case of illegitimate children born in the hospital.

Qualifications

The large majority of Hospital Almoners, particularly in the voluntarily supported hospitals, hold the Certificate of the Institute of Hospital Almoners. This consists of a Social Science Certificate or relevant degree followed by practical training in case work, and, in addition, a prescribed period of special training in medical social work.

Psychiatric Social Workers

Functions

13. Psychiatric Social Workers are usually employed as members of teams of specialists in Child Guidance Clinics, Mental Hospitals and in services for the mentally defective. They deal with the child deprived of normal home life in that it may be necessary to separate from his family the child who is mentally ill or defective or who is presenting particularly difficult problems of behaviour. They may also have to take responsibility for the normal child of mentally disordered or defective parents.

Since the war they have increasingly become employed as individual workers in connection with difficult evacuated children and to assist and advise in the handling of the more unstable children in the charge of Voluntary Organisations whether in Homes or boarded-out.

For some years a special foster home service has been run by psychiatric social workers on the staff of the Provisional National Council for Mental Health, which has been used by various Local Authorities and Voluntary Organisations. This service includes the finding of foster homes specially suited for the care of difficult children and the keeping of up-to-date records of such homes. The service may include the supervision of children placed in these foster homes and the arrangement of special clinical treatment.

Qualifications

Special qualification for this work is almost universal. It consists of a Mental Health Certificate for which students can qualify only after having taken a Social Science Certificate, or an appropriate degree and practical training.

Mental Health Workers

Functions

14. "Mental Health Workers" are distinguished from "Psychiatric Social Workers" in that they are for the most part concerned with mental defectives.

They are generally employed by local Voluntary Associations for Mental Welfare or by the Education or Mental Deficiency Departments of the Local Authority. They are concerned with the child deprived of normal home life in that they take part in the decision whether or not a defective child can receive proper care and education at home. If it is necessary to arrange for his care elsewhere, mental health workers may be responsible for finding a foster home or "guardian" (M.D. Acts), and for supervising him in the home. They may also take part in the arrangement for his admission to a residential school or institution, and later supervise him if he is licensed or discharged.

Qualifications

Except in the large industrial areas, these workers are mostly trained only through supervised experience and short specialised courses offered by the Provisional National Council for Mental Health. In large cities and for some of the senior posts in other areas it is usual to give preference to individuals holding a Social Science Certificate or an appropriate degree and practical training. A Mental Health Certificate such as is described above, is regarded as desirable for all senior posts, but is so far held only by very few Mental Health Workers.

Probation Officers

Functions

15. Probation Officers are responsible for the supervision of children who have been placed in their care by the Courts either because they have been found guilty of offences or because they are in need of care or protection, or are beyond the control of their parents or guardians. They may also be called upon to take some responsibility for children whose parents consult them about family disputes. Their importance in relation to children deprived of normal home life may begin with the enquiries made at the request of the Court in the above types of cases and also in those concerned with the guardianship or the adoption of children. Their reports often form the main basis upon which the Court decides whether the child should be separated from his family. They may supervise children placed for short periods in Homes, Hostels, or Lodgings as a condition of a Probation or Supervision Order, and children who have been committed to the care of a Local Authority or other "fit person" and boarded-out, who have at the same time been placed under their supervision. They may also be asked to supervise children who are on licence from Approved Schools.

Qualifications

Probation Officers are appointed in London by the Home Secretary and in the provinces by the Justices for the probation area.

A scheme for the selection and training of suitable candidates has been arranged by a Probation Training Board appointed by the Home Secretary. The Board gives preference

to trained Social Workers (i.e., with a Social Science Certificate or degree as above), but if candidates do not possess this qualification and are otherwise suitable, a special training is provided in accordance with the needs of the candidate. The Home Office is prepared to recommend to the Justices candidates who have been approved and trained in this way, but the Justices are free to make such appointments as they wish and occasionally appoint candidates who are qualified only by experience, which may be of a limited nature. In these cases, if the candidate shows promise, he may be given training after appointment. All appointments, however made, must be confirmed by the Home Secretary within twelve months.

Moral Welfare Workers and Children's Special Workers

Functions

16. Moral Welfare Workers are employed chiefly by voluntary religious organisations and are concerned in the main with children whose problems are brought about by irregular sexual behaviour, whether their own, or of those with whom they are associated. The children with whom they are concerned would include the victims of incest or sexual assault, those who are illegitimate, particularly the children of unmarried mothers, and adolescent girls whose sexual behaviour shows that they are in need of guidance.

In London this work in relation to children is carried out by individuals known as Children's "Special Workers", who work in close co-operation with the Children's Care Service and are partly subsidised by the London County Council, and partly supported by voluntary funds. In some areas Local Authorities have appointed trained social workers to deal with problem of the unmarried mother and her child.

Some Moral Welfare Workers are in charge of Training Homes, Remand Homes, or Shelters for girls or Mother and Baby Homes; or they may be Outdoor Case Workers.

They are concerned with children deprived of normal home life, and they share in the decision whether or not an illegitimate child remains with its mother. They frequently assist the mother with affiliation orders, and may initiate legal adoption. A Moral Welfare Worker may be specially interested in some types of children who come before the Court as being in need of care or protection or beyond control. They are often Heads of Homes and Hostels to which girls under supervision of a Probation Officer may be sent.

Qualifications

The majority of women employed as Moral Welfare Workers have taken a special training for this purpose at the Josephine Butler Memorial House, Liverpool. A proportion of these students take the Social Science Certificate as a basis for their training.

Social service of this type is also undertaken by various religious organisations the training of whose workers usually includes evangelistic training, as well as some practical training in residence and in the field. Illustrations of this are the special training for deaconesses and Church Workers given by the Non-Conformist Churches, the training given by the Church Army, the Salvation Army, Roman Catholic Organisations such as the Crusade of Rescue, and the Jewish Association for the Protection of Girls and Women.

Organisations concerned with Welfare involving Protection and Prosecution, such as the Police, N.S.P.C.C. Inspectors, etc.

Functions

17. All these services are concerned with the neglected or ill-treated child who is in need of care or protection and may be called in wherever these conditions are suspected. In the case of the N.S.P.C.C. action is usually by warning and supervision, or as a last resort by prosecution. Supervision is usually undertaken by the Society's Inspectors.

All may play a part in the care of children deprived of normal home life, since it is often through their work that initial action is taken to remove them from bad homes.

Policewomen play a special part in dealing with girls who leave home or are found associating with undesirable companions, and who may be beginning a life of prostitution.

B.—TRAINING FOR SOCIAL WORK

18. The most widely accepted basic training for most forms of social work is a Social Science Course consisting of theoretical and practical work offered by a number of Universities and leading to a Certificate or Diploma.

This is a two-year Course for non-graduate students, but graduates in appropriate subjects are accepted for a one-year Course.

The normal age of entry is nineteen, though this was lowered during the war. Matriculation is not universally required though entrants have to show that they have reached a sufficiently high standard of general education to benefit by a University Course and this would generally involve at least the equivalent of a School Leaving Examination.

Most Universities favour a short period of practical training before entry. There is considerable variation in the ways in which practical and theoretical work are combined depending partly upon the facilities available for practical work in the area of the University. In most cases students are required to undertake some full-time periods of practical work either by spending a term away from the University or by working during the vacation. Visits of observation to various social services and institutions are a recognised part of the training.

Students are allowed to specialise in their practical work and to some extent in their choice of subjects during the second year. Such options are open to students who wish to enter finally for special training as Hospital Almoners, Probation Officers, Labour Managers, etc.

Hitherto there has been no recognised preparation for work dealing with children only, though students may choose to have practical experience mainly of this type, and may receive their practical training under such organisations as the L.C.C. Children's Care Department, Clubs and Settlements, Infant Welfare Centres and Nursery Schools (in Scotland). More recently periods of residence have been arranged in Home Office Schools, Evacuation Hostels and other types of Homes for children.

The Universities lay stress upon the need for a sufficiently wide background of theoretical knowledge and understanding as a good basis for professional social service of all kinds, and have therefore always regarded specialised training as an addition to this and have not often attempted to provide technical courses themselves.

A similar introductory theoretical course is provided by the University of London Extension Department for individuals who are employed and only able to study in their spare time. This Course covers a period of four years. Similar Courses are under consideration by one or two other Universities.

Professional Training based upon the Social Science Certificate or Diploma or upon certain degree courses of Universities recognised as appropriate

19. Special periods of practical training arranged by professional Associations or by the employing body on the completion of the Certificate Course lead to full qualification for the following branches of social work :—

Club Leaders

Children's Care Organisers (L.C.C.)

Family Case Workers

Hospital Almoners (including a brief period of theoretical study)

Mental Health Workers

Probation Officers (including a theoretical course)

Moral Welfare Workers and Children's Special Workers (including certain additional theoretical Courses).

Training for *Psychiatric Social Work* requires a further specialised University Course for which students must qualify by the Social Science Certificate or an appropriate degree followed generally by several years of experience in general social work.

This Course, which is offered at two Universities, is one year in duration, and consists of combined theoretical and practical work at carefully selected centres of clinical training.

INDEPENDENT COURSES OF TRAINING FOR SOCIAL WORK

Health Visitors

20. All Health Visitors must hold the First Certificate of the Central Midwives Board. If they are also State Registered Nurses or State Registered Sick Children's Nurses they must take a further course of six months training for the Health Visitors' Certificate. Candidates who are not State Registered Nurses or State Registered Sick Children's Nurses must have the First Certificate of the Central Midwives Board, six months Hospital training and must take a two year course of Health Visitor training. Nearly all Health Visitors are State Registered Nurses because Welfare Authorities prefer to appoint women who have had a general Hospital Training. The content of the Health Visitors' training must be approved by the Ministry of Health and is undertaken at certain approved centres including Polytechnics.

The examination is set by the Royal Sanitary Institute under conditions approved by the Ministry of Health.

The course consists of a combination of theoretical and practical work and is mainly concerned with health education though in a revised course of nine months' duration which is now under consideration more attention will be paid to child psychology and to the other social services.

Probation Officers

21. The Probation Training Board provides, in addition to University Courses in the case of suitably qualified candidates, special courses for selected candidates who, on grounds of educational capacity and/or age, are unsuitable for a University Course. Considerably more use has been made of these shortened Courses during the war partly because of the shortage of younger candidates, and partly because of the need for getting people into posts as soon as possible. As Probation is a statutory service it is essential to maintain a supply of candidates.

The length of Course is adapted to the needs of the candidate, but generally speaking a theoretical Course lasting from three to four months and practical experience of the same length, form part of every student's training.

Candidates are carefully selected on grounds of personality and are expected to have had either training or experience in some branch of social work.

Moral Welfare Workers

22. In addition to the Course based upon the Social Science Certificate certain older candidates qualified by experience are admitted to a modified Course arranged by the Training and Selection Committee of the Church of England Moral Welfare Council. This Course is four to six months in duration and is specially adapted to meet the needs of the candidate. It includes a period of residence in a shelter or Training Home, experience of "outdoor work" and Courses of lectures on the moral, medical and social aspects of the work.

National Society for the Prevention of Cruelty to Children

23. The present training of an N.S.P.C.C. probationer consists of four months supervised practice under an experienced Inspector to emphasise the importance of the human touch, and is combined with special lectures at Headquarters on the legal aspects of the work with a written examination at the end of the period.

Police Service

24. In peace-time men and women police in the Metropolitan Police Force are given ten lectures on social welfare, including the provisions of the Children and Young Persons Acts, handicapped children, etc., during a three-month course. During the war only women have been recruited and their training course has lasted for only a month, so that the lectures have had to be considerably telescoped.

Practice varied in other forces. In most cases, policemen went through an initial training course of three months, which included lectures on the Children & Young Persons Acts. In other cases, however, the training was more elementary, and in general policewomen received only a short course of training.

It is proposed, now that recruiting is being resumed, that all policemen and policewomen throughout the country should undergo an initial training course of 13 weeks.

