Abstract

SOCIAL WORK COMPONENTS OF
THE UNITED NATIONS TECHNICAL ASSISTANCE PROGRAMME

In 1946, the United Nations inaugurated the Technical Assistance Programme, a new and international application of "mutual aid" and "self-help" principles. There are many aspects to these programmes, which focus particularly on raising standards of living through increased productivity in the "under-developed" countries. The present study singles out the social welfare activities only, starting in the Advisory Social Welfare Services (1946), and the Expanded Programme of Technical Assistance which followed.

The method adopted is twofold: (1) An examination of the major principles of Technical Assistance, (a) as enunciated in official statements of policy, and (b) as indicated in operational practice. The significance of the use of experts, U.N. fellowships, seminars, and demonstration projects is explored in this light. (2) The principles of Technical Assistance are compared, in broad terms, with the basic principles of social work. One of the important by-products of Technical Assistance Administration, an international survey of professional social work, and a definitive statement of the nature of social work skills, is referred to in this connection.

As a means of highlighting the principles and methods of the advisory social welfare services, two countries are referred to as examples of a receiving country (Guatemala) and a contributing country (Canada). They serve in conclusion to illustrate the interrelatedness of welfare programmes with local needs, with education for social work, and with overall national policies.

A major part of the material used for this study is derived from United Nations documents, available from library sources. It is supplemented by essential data from the United Nations Headquarters and from Canadian Government agencies concerned with participation in these programmes. Interviews with Canadian social welfare personnel who have participated in several of the programmes helped considerably to compensate for the need of first-hand material in the role of advisers, and the problems and procedures of fellowship and scholarship programmes. A number of points were also clarified by correspondence.

The study reveals positive achievements in practical methods of promoting peace, which deserve greater publicity. Much more remains to be done; of most relevance for social work, however, is perhaps the need for increased professional writing on the field experience of social worker participants, and further research directed to analysis of methods, process, and results.
ACKNOWLEDGEMENTS

It is with great pleasure that I express my appreciation to the Faculty Members of the School of Social Work whose teaching made it possible to write this thesis.

I am particularly grateful to Dr. Leonard C. Marsh for his encouragement, constructive criticism and valuable advice. I also feel indebted to Miss Marjorie J. Smith, Director of the School of Social Work for her helpful comments, suggestions and guidance. I also wish to thank Professor Geoffrey Davies, who has given me the benefit of his knowledge about the United Nations; the officials of the International Technical Co-operation Division of the Department of Trade and Commerce of Canada, and the officials of the United Nations who kindly supplied essential information. Finally, I wish to thank the Staff of the Reference Division of the University Library for their generous co-operation in making so readily available the reference material which was so essential for this study.
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CHAPTER I

DEVELOPMENT AND ADMINISTRATION OF UNITED NATIONS TECHNICAL ASSISTANCE PROGRAMMES

Technical assistance - the introduction of experience and knowledge to less developed countries - has probably been known since time immemorial. The ruins of Roman structures are still to be seen in some parts of Central Europe: they remain as mute evidence of the past existence of the Roman Empire which tried to keep under control vast areas which have since become independent nations. The remnants of this ancient civilization, after the fall of the Empire, became mere historical sites which have not contributed to further development because these techniques were not adapted to local cultures. The later history of colonial development is more varied, but shows some similar trends. New technological knowledge was introduced by industrial societies to countries in Asia, mainly with the aim of using cheap material and labour to reinforce the economy of the imperialist power. The motives for such economic expansion have varied, from sheer exploitation to an enlightened interest in "subject peoples".

Colonizing activities, albeit releasing and utilizing surplus material, all too frequently neglected the social and economic needs of the "conquered" countries and focused rather on the interest of the conqueror or donor, investor or industrialist. The differences in economic and social levels between colonial and imperial countries have grown even wider, especially
since the foreign methods were not accepted and made part of the native economic and social structure.

Colonial development reached a new peak in the nineteenth century, transforming the relationships particularly of western Europe with the other parts of the globe. Not until the later years of the century did a new phase develop – the recognition of colonial possession as a responsibility, the development of humanitarian codes, the first international conventions limiting abuses or agreeing to reform programmes to help countries according to their indigenous needs.

International relief activities **per se** were a further development. Such activities first developed from a sense of social responsibility for people damaged by disaster, for whom relief meant an immediate answer to meet hunger, suffering and disease. Relief-giving required action which was considered "international" because it involved crossing national boundaries.

The present century is now witnessing the most significant evolution away from mere relief-giving and receiving – the carrying into action of international responsibility to mobilize the resources of recipient countries, thus enabling active cooperation on their part as well. They constitute a new recognition of the principle that a country's resources should be used for the benefit of its inhabitants. And it applies especially to under-developed and primitive countries which have never had the "know-how" to translate modern technology into policies which enhance the welfare of the people. The development of service, as
a result of international co-operation has been a slow and gradual process. It began with relief action transcending frontiers, and was followed by a number of voluntary agencies promoting various welfare projects. The war devastation and the subsequent stimulus to international co-operation among the Allied Powers brought about international governmental action based on international agreements on a highly specialized, world-wide basis.

Forerunners of Technical Assistance

Probably the oldest, and still one of the most important organizations for international aid is the Red Cross. Its foundations were laid by Henri Dunant, a Geneva businessman. Moved by the misery attendant on the battle of Solferino, in 1864, he formed a committee to approach the governments of major countries and urge them to provide protection for all wounded combatants on the battlefield. Out of this group of private citizens grew the International Red Cross Committee. It is today a world-wide organization. Its activities are concerned with the "wounded and the sick of the armies"¹ and, more recently, "the treatment of prisoners of war".² The international committee encourages the formation of national Red Cross societies. These national bodies federated in the League of Red Cross Societies in 1929. With its headquarters in Geneva, Switzerland, the League now functions as a neutral intermediary between governments in war and peace for the furtherance of charitable and humanitarian work. The Inter-

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¹ International Red Cross Convention, 1864.
² International Red Cross Convention, 1929.
national Red Cross Committee expanded its activities at the beginning of the second World War and opened an agency for prisoners of war. This was an information and communication centre between prisoners and their families. The Committee also assumed the task of relief-giving to prisoners of war, undertaking the distribution of food, medicines and other goods which were voluntarily contributed by other national societies. During the war in Spain (1936-1938) the Committee established a section to aid civilians in order to promote personal communication between separated non-military individuals and families.

The International Red Cross Committee has also performed other humanitarian services such as the rescue of enemy aliens in several countries. Numerous special tasks were focused in an effort to solve individual problems which accompanied the worldwide conflagration.¹

The League of Red Cross Societies, which co-ordinates the activities of the national societies, is mainly concerned with the "improvement of health, the prevention of disease, and the mitigation of human suffering."² It is a non-political, non-governmental and non-sectarian organization, which, through promoting, stimulating and co-ordinating relief work in cases of national calamities (such as earthquakes, famines, floods, disease), promotes the idea of international co-operation and international good-will.

¹ Ringwood, O.K.D. & E.S. Hediger, "The International Red Cross Committee". Foreign Policy Reports. XIX (May 1943), p.46.

The objective of both organizations, the International Red Cross Committee and the League of Red Cross Societies, is to provide quick and efficient "international first aid" when national disasters occur, and their value lies in the readiness and efficient organization of their activities which are provided to all peoples in immediate need.

Voluntary agencies which narrowed their activity to particular problems of relief and rehabilitation have also played important roles in international welfare. For over thirty years, the Save the Children Fund has pooled international resources to act for the welfare of children all over the world, but especially where standards have been lacking or low. The organization was established in London, in 1919, and gave impetus to the setting up of a world-wide organization. It was the first World War that brought to the fore the unmet needs of children. In order to meet these, the Fund focused upon establishing a permanent structure of social services in devastated areas. The programmes are governed by Article (V) of its Charter: "The Child must be the first to receive relief in times of distress."

In addition to relief work, the operations of the Fund encompass all aspects of child welfare and the protection of children. At the Declaration of Geneva, the Fund presented the "Charter of the Rights of the Child" which was accepted by all members of the Union of Child Welfare. Ever since, it has been governing national and international child welfare activities.

1 Appendix A.
The Fund is represented in Europe and throughout the Commonwealth, and co-operates with the national bodies where available. Since 1945, it has had a consultative position in the United Nations International Children's Emergency Fund. It is a strong voluntary agency, financed from voluntary contributions, and it gave rise to other international movements in child welfare.¹

The end of the first World War marked the beginning of international co-operation on a broader scale. Whereas there still remained the need for the activities of private welfare agencies, the Allied and associated powers established in 1920 an association of states, the League of Nations. Its task was the maintenance of peace and the development of collaboration amongst nations. Accompanying the political task, the League assumed responsibility for "technical work" under which provision was made to study problems pertaining to national economic, health and social welfare measures. The problems were studied through the means of international conventions and the League provided general supervision over the execution of agreements which were arrived at by the conventions.

The League was also to co-ordinate standards to be followed by national governments. The Social Unit of the League handled "social questions", such as nutrition, housing, child welfare and other problems bringing together the great majority of countries.² Some steps toward "technical co-operation" were also

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taken by the League, although such activity was confined to short-term investigations of definite problems which were "exclusively technical" in character. Such service was provided upon the actual request of governments who implemented action on the basis of the reports submitted to them by the different organizations of the League.

The "technical activity" of the League had been valuable, especially as this was the first attempt to bring together member nations and set such standards in all areas of life, which would promote health and welfare and human rights. Its social, humanitarian and other, non-political activities survived even the tempest of the second World War.

The recognition of the necessity of international co-operation was taken over from the League by the United Nations. After the lesson of the second World War, it was generally accepted that peace "can only be ensured by international co-operation broadly on the lines agreed to in 1920".¹

The fundamental principles of the two organizations are the same in character. In February 1946, the General Assembly of the United Nations adopted the resolution to take over the League's functions which were of two main categories: (1) political and (2) technical and non-political. The League's non-political activities have been expanded and continued in the comprehensive programmes of the Economic and Social Council and other

committees which are direct successors of the League organs.

The United Nations Technical Assistance Programme

The technical assistance programme is based on the United Nations Charter which gave responsibility to the Organization for achieving international co-operation in solving international problems of an economic, social, cultural and humanitarian character, and for the assurance of effective concentration of efforts and resources for the fulfilment of the social tasks, accompanying international technical co-operation. The programme is also the result of the emphasis laid upon the rights of all people to "health and decency" and independence.

Several technical assistance activities were undertaken by the United Nations, before Technical Assistance per se became a separate organization. But Article 55 of the United Nations Charter of June 1945, set forth a policy as "the direct means by which the United Nations seeks to promote higher standards of living, full employment and conditions of economic and social progress and development."¹

The purpose of the technical assistance programme is to communicate the ideas and methods of the advanced countries to people and institutions of under-developed areas. The programme contributes to rising standards of living throughout the world by

narrowing the social and economic gap between countries, or within the country's different economic levels. Technical assistance promotes economic, social and cultural development by communicating scientific knowledge, technological skill and operational "know-how" to countries that need them.¹

Mr. Trygve Lie, the first Secretary-General of the United Nations, referred to the universal character of the technical assistance programme in his opening speech to the Technical Assistance Conference at Lake Success on 12 June, 1950: "...It is a true United Nations programme, founded on the principles of universality; universality of participation, of contributions and of benefit." The programme follows the basic principles of democracy, and its success depends more on the methods, arising from these principles, than upon any other single factor. The fundamental factors in administering the programme can be summarized under the following headings:

1. Respect for National Sovereignty and Integrity. Assistance is given to countries without interference in their national or foreign policies. The aim is to enable these countries to develop their own resources without fear of exploitation; to achieve their economic independence and to provide decent standards of living for their people.

2. The programme is based on co-operation. The wisdom

and experience of different countries are pooled, carefully co-
ordinated and administered to meet the existing needs. This is
perhaps the most important element in the successful operation of
the programme, which could not be achieved without the close co-
operation and understanding of governments and organizations con-
cerned.

3. The principles of freedom and voluntary participation
are followed in every aspect of the programme. To request tech-
ical assistance is within the rights of every country. Furthe-
more, technical assistance of any kind is considered only if there
is a definite request. The requesting governments are by this
token especially concerned with meeting the needs of economic and
social development within their boundaries. Contributions to
the programme (financial pledges, provisions for facilities, etc.)
are also voluntary and are based on the ability of member govern-
ments.

These concepts are not new to professions in the eco-
nomic, social and medical sciences. But heretofore they have only
been applied on the local and national level. For the first
time, an international organization has based its activities on
such principles. Freedom and respect for individuals has thereby
acquired broader meaning: on the international level, between all
countries of the world, with the recognition that "all peoples of
the world share the same desire for self-respect, self-help and
self-determination."¹

¹ Carnegie Endowment, "Technical Assistance for Economic
Development - Programme of the United Nations and its Special-
ized Agencies." International Conciliation, No. 457, p.11
York, 1950.
Methods of Technical Assistance

The technical assistance programme is implemented by the United Nations and its agencies by practical methods which fall within the following broad areas:¹

1. Fellowships, enabling local experts to observe and study methods and techniques used by more advanced countries.

2. Scholarships, providing formal training to experts, but especially to junior personnel entering a field in which the requesting country lacks facilities for training.

3. Local training, arranged through foreign experts who come to the recipient country in order to teach and demonstrate techniques.

4. Consultation with foreign experts (expert advisors) or with a group of experts (expert missions) whereby local experts obtain expert advice on their activities and on existing technical problems.

5. Seminars and conferences where working groups of one or several countries meet with experts from other parts of the world; or, groups of neighbouring areas meet in order to exchange their experiences and explain methods used in their fields.

6. Demonstration or "pilot projects", which are examples of how a particular task should be performed by actually performing it on a small scale, or for a limited period of time; and

7. **Exchange of information**, securing technical literature, books, films and other educational material relating to the area of knowledge essential to supplement training and practical experience. These latter items come under "technical equipment" which may also include machinery or other technical instruments.

This classification will be utilized in the analysis of the programme which is undertaken in later chapters. It should be noted here, however, that these methods, important as they are, are not expected to accomplish the full task of raising a country's economic and social development. They are to serve principally as an aid to governments to supplement and stimulate their own national programmes. They are to enable recipients to adapt techniques which are available to them and which would enable further development to bring standards to a desired level within a few years, but which, without help, could only be achieved through the trial and error of a whole generation.

**Administration.** Technical Assistance of course operates through the several organs of the United Nations; and it is clearly one of the activities making the most demands on efficient co-ordination. It is necessary therefore to sketch briefly the main UN framework into which it fits.

There are six principal organs within the United Nations. These are the following: the General Assembly, the Security Council, the Economic and Social Council, the Trusteeship Council, the International Court and the Secretariat. For the purpose of this study, the functions of the Economic and Social Council are of greatest importance because this body was given the responsi-
bility of studying and implementing technical assistance to those countries which participate in the programme. Whereas the Economic and Social Council provides services through its subsidiary organs in the field (the country), it is the task of the Secretariat to provide administrative and clerical staff through its relevant departments to the Council (and to all other United Nations organs). In this respect, the role of the Secretary-General is purely administrative.

The Economic and Social Council consists of representatives of eighteen member-nations elected by the General Assembly for terms of three years. Its subsidiary organs report to the Council. In the selection of its members, geography and economic systems of nations are taken into consideration.

The Economic and Social Council functions through five subsidiary organs: (1) Functional Commissions; (2) Regional Commissions; (3) Standing Committees; (4) Ad-hoc Committees; (5) Special Bodies.

The Functional Commissions deal with economics, unemployment, transport and communication, human rights, status of women, narcotics, fiscal and social (including population) problems and policies. The Regional Commissions represent the Council in the three regions into which the world is divided for UN purposes. The first regional economic commission was sent to Europe in 1947. Later, two other regional economic commissions were established, one for Latin America and one for Asia and the Far East. These commissions perform services related to major problems of economic development and co-operate with governments
in their regions, helping them with basic tasks such as regional conferences, requests for technical assistance, etc. They also prepare surveys for technical assistance purposes and provide information to governments on technicalities of the programme. According to the basic principles of technical assistance, these commissions cannot take any action without agreement or request expressed directly to them, by the host or recipient countries, as the case may be.

Standing Committees were established under the Council for the purpose of consultation with non-government agencies and the preparation of agenda and programmes of action. One of the standing committees, the Technical Assistance Committee (TAC) was set up as a policy-making body. It exercises overall supervision on a high political level on behalf of the Economic and Social Council. The Technical Assistance Committee, composed of the eighteen governments represented in the ECOSOC, receives annual proposals and recommendations from the Technical Assistance Board (TAB) and, after their careful examination, transmits them with its own recommendations to the ECOSOC for action through the functional commissions. The Committee also receives periodic progress reports on technical assistance activities, and on funds received for this purpose. The policies of the Committee will then determine how these should be spent. Such recommendations are also forwarded to the ECOSOC for approval.

Another important standing committee of the ECOSOC is the Technical Assistance Board. This is a separate executive secretariat within the ECOSOC, devised to undertake the task of
the overall direction and co-ordination of technical assistance programmes. The Board consists of the UN Secretary-General and of the executive heads of the participating organizations. Its major objectives are the following:

1. Co-ordination of technical assistance activities of particular agencies;

2. Recommendation to TAC concerning the allocation of funds;

3. Submission of progress reports to ECOSOC through TAC.

Since the Technical Assistance Board is in direct contact with governments requesting technical assistance, and with agencies providing it, in order to achieve the above objectives the following activities were required:

(i) To set up procedures for achieving effective consultation between the participating organizations regarding requests for assistance received by them;

(ii) To work out common administrative and financial policies;

(iii) To devise methods which, while not unduly delaying the implementation of requests, would permit the Board to consider important requests involving the responsibility of several organizations;

(iv) To consider reports from organizations on the progress of technical assistance rendered or projected by them;


(v) To co-ordinate joint projects of specialized agencies;

(vi) To improve co-ordination of field activities;

(vii) To establish liaison with governmental agencies engaged in carrying out technical assistance programmes on a regional or bilateral basis, and to render ad hoc assistance to governments in specific fields on hand;

(viii) To help governments to make comprehensive long-term plans and to initiate long-term projects.

This planning and supervisory function, which is carried out by the TAB with consideration of all aspects of the technical assistance programmes, allocates tasks to the participating organizations, avoids repetitions and ensures the integrated implementation of the activities.

In order to improve the activities and effectiveness of administration, a full-time executive chairman of TAB was appointed in 1951.¹ His role includes the following:²

1. To execute the policies laid down by the Board;

2. To co-ordinate and integrate the programmes of the participating agencies; and

3. To control the operation of the TAB Secretariat through the Executive Secretary.

The Ad hoc Committees of the Economic and Social Coun-

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¹ David Owen, who has been Assistant Secretary in charge of the Department of Economic and Social Affairs of the Secretariat, was appointed as Executive Chairman.

cil deal with matters concerning genocide, appeal for children and related problems, when they occur.

The **Special Bodies** of the Council are the Permanent Opium Board, the High Commissioner for Refugees, and under this category belong the Specialized Agencies. The United Nations Children's Emergency Fund (UNICEF), the World Health Organization (WHO), the United Nations Education, Scientific and Cultural Organization (UNESCO), the International Labour Organization (ILO), the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA),¹ the Food and Agricultural Organization (FAO) and other organizations are technical in nature. These bodies are especially significant in providing expert services and material contribution to technical assistance programmes. They are international bodies, created by inter-governmental agreements, brought by the Charter under the general aegis of the Council. They are designated as "specialized agencies" because of the technical services they provide.

Technical assistance has been provided to some extent by the United Nations since December 1946. At this time, the General Assembly "recognizing that the Members (countries) of the United Nations are not yet all equally developed", asked the Economic and Social Council to "study the question of providing effective ways and means for furnishing, in co-operation with the specialized agencies, expert advice in the economic, social and

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¹ UNRWA, originally a relief agency, has become a field office, co-ordinating programmes and serving as a liaison between the TAB and the governmental agencies.
cultural fields to Member nations who desire assistance."\(^1\)

Accordingly, the technical assistance activities of the Economic and Social Council were provided only to countries represented in the United Nations. This programme was financed from the regular United Nations funds. The Department of Social Affairs of the Secretariat was made responsible for staffing ECOSOC when it dealt with problems of human rights, status of women, health, refugees, education, cultural and social activities, and the Social Welfare Division under the Department has been functioning with regard to policy which the Secretary-General advocates to ECOSOC.

In 1948, the Economic and Social Council demanded expansion of the programme and President Truman took the initiative in this expansion on behalf of the United States. At this time, all under-developed countries were made eligible for technical assistance, particularly for assistance provided in the form of a team of experts.\(^2\) This programme was supported by the General Assembly which proceeded to ask the Economic and Social Council and its specialized agencies "to give further and urgent consideration to the whole problem of economic development in under-developed countries in all its aspects, including measures already designed to raise the standards of living of these areas."

Following this request, the Economic and Social Council,


\(^2\) Resolution 200(III), December 4, 1948.
at its meeting in February 1949, asked the Secretary-General to prepare for the next session of the Council (1) a plan for an expanded programme of technical assistance, paying due attention to questions of a social nature which directly condition economic development, (2) methods of financing such a programme, and (3) ways of co-ordinating the planning and execution of the programme.¹

Simultaneously with this preparatory work, technical assistance programmes were carried out on an increasing scale, for which fifty governments pledged twenty million dollars, over and above their regular United Nations contribution. As a result of the technical assistance activities and the increasing demand for assistance, the Secretary-General in his circular of July 31, 1950,² established the Technical Assistance Administration to serve as the "operations arm" of the Secretariat. Upon its foundation, the Technical Assistance Administration was given the responsibility of administering technical assistance programmes for which funds are provided from the United Nations regular budget, whereas projects financed from voluntary contributions of governments remained under the Expanded Programme of Technical Assistance, administered by the Economic and Social Council. The implementation of regular United Nations programmes include the following areas of activity: (1) Advisory Social Welfare Services, (2) Economic Development of Under-developed Areas, and (3) Assistance and Training in Public Administration.³

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¹ ECOSOC Resolution 180(VIII), March 4, 1949.
The Technical Assistance Administration is headed by a Director-General\(^1\) who reports direct to the UN Secretary-General, and is assisted by a Deputy Director-General. The Co-ordination and Planning Division is responsible for the policy advocated by ECOSOC, or the General Assembly and by the Social Welfare Division of the Secretariat. The Co-ordinating and Planning Division consults these bodies on all questions of policy, relating to economic and social development. In addition, the Technical Assistance Administration makes full use of the services of the Regional Representatives and, through its own liaisons with the Regional Economic Commissions, is concurrently informed of the day-to-day operation of the programmes.\(^2\)

\(^1\) Dr. Hugh L. Keenleyside (a Canadian and graduate of the University of British Columbia; formerly a Deputy Minister in the Federal Department of Resources and Development; also well known for his work in adult education and the YMCA).

The Operations Division of TAA is responsible for the implementation of the different methods of assistance (i.e., missions, fellowships and scholarships, regional conferences, seminars and technical information). The Reports Section under this division provides information about these programmes through the Director-General to the Secretariat and to the other United Nations Agencies.

The Division of Public Administrations was established to provide "new facilities and improve existing facilities for the training of government officials in public administration, including such phases as public finance, public personnel matters, administrative management and planning development. The Division is also concerned with substantive aspects of awarding fellowships and scholarships in public administration, training of teachers of public administration, and with the sending of experts and expert missions to advise governments on public administration matters."¹ Through this division, economic and social development has been greatly strengthened since sound administrative structures are essential to the implementation of long-term development planning.

The Department of Social Affairs

The United Nations General Assembly, at its first session (1946) recognized the need for helping peoples throughout the world towards the development of their social services and

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for the amelioration of their social conditions. The Department of Social Affairs under the Secretariat was therefore established to provide services in two broad areas: (1) social policy making, by providing information and advice to all organs and branches of the United Nations in the field of social welfare and development, human rights, demography and narcotic drugs, and by advising the Secretary-General on all matters relating to policies in social welfare; and, (2) staffing, by assisting governments in establishing a programme of practical action in the social welfare field, by providing advice and assistance through appointing qualified experts.

The Department of Social Affairs, directly responsible to the Secretary-General, consists of four main divisions: (1) The Division of Human Rights is concerned with problems impinging upon the democratic rights of individuals throughout the world, including the handicapped and minorities. Its responsibility is to study the implications of the Bill of Rights which provides basic principles for further international action, on the one hand, and personnel to the relevant Commissions of the Economic and Social Council, on the other. (2) The Division of Narcotics and Drugs is studying the use and traffic of narcotics and especially those problems which arise from illegal manipulation of these devices. Through its findings the Division enables related agencies of the United Nations to develop preventive and controlling measures internationally. (3) The Population Division is concerned with problems of migration, aboriginal population and unemployment in over- and under-populated areas. The Division informs other United Nations organs, such as the Population
Commission of the Economic and Social Council, the Food and Agricultural Organization and the International Labour Organization. (4) The Division of Social Welfare consists of five sections which are concerned with the development of social policies. It also provides experts for the social activities of the Technical Assistance Administration and of the Economic and Social Council. Its basic activity, however, is research in social fields, which as an aid to policy formulation leads to international action. The Division of Social Welfare, which has special significance for the present study, to-day has four sections:

(a) The Social Policy and Development Section surveys standards of living, social structure and popular attitudes of areas throughout the world which affect economic and social development and necessitate community organization.

(b) The Housing and Town Planning Section prepares surveys and plans related to needs in the areas of community development, town and country planning, and housing. The Section functions also as an international reference centre providing technical literature and publishing a bulletin of standards and programmes related to economic and social development.

(c) The Social Services Section centres its attention upon organizational, administrative, operational and training aspects of social welfare services. It sets international standards for the training of professional personnel, and is particularly interested in programmes related to family and youth welfare and the rehabilitation of the physically handicapped. Furthermore, the Social Services Section, through the Social Welfare
Division, enables other United Nations organizations to assist
governments in setting up adequate programmes and services and
in recruiting personnel for technical assistance programmes.

(d) The Social Defence Section studies international
policies relating to the prevention of crime and the treatment of
offenders, to the suppression of traffic in persons and to the
exploitation of people. This Section also assumes the functions
of the International Penal and Penitentiary Commission.

(e) The Social Reference Centre of the Social Welfare
Division provides technical information services to all United
Nations agencies, to governments, to schools of social work and
to public and private institutions.\(^1\) It has become an inter­
national clearing house for technical information relating to
social affairs, and its responsibility has been to analyse avail­
able reference material in connection with research projects.
This service has promoted significant developments in internatio­
nal standards for training in professional social work.\(^2\)

The Advisory Social Welfare Services were originally
introduced and conducted by the Department of Social Affairs.
Even though these activities have become a part of the total
United Nations Technical Assistance Programme and have therefore
been transferred to the Technical Assistance Administration, the
Department of Social Affairs, within the limits of its competence,
has continued to conduct research, prepare policies and recruit

\(^{1}\) Set up under Resolution 51(I) of the General Assem­
bly in 1946.

\(^{2}\) See Training for Social Work, an International Sur­
York.
personnel for technical assistance programmes. As a result of the recommendations of the Social Commission of the Economic and Social Council, it was decided that the advisory social welfare services, while forming one of the elements of the whole technical assistance programme, should preserve their own special characteristics in the new administrative organization, and that the fields of technical assistance should include the following:¹

(i) Social development policies;
(ii) Research in social fields as an aid in policy formulation;
(iii) Social welfare services - organization, administration and training of staff;
(iv) Population and migration questions in relation to economic and social development;
(v) Housing, town and country planning;
(vi) Organization and operation of community, family and child welfare services, including rural welfare services;
(vii) Measures for "social defence", i.e., care and rehabilitation of juvenile delinquents and adult offenders.

There is an essential unity in the social welfare field based on the fact that all its various areas are interdependent. Consequently, it would be difficult to give priority to any of the above mentioned fields because such priority would lead to artificial results and discrepancies. How then could action in the field of social welfare be systematized? The United Nations tried to answer this question by recognizing that while community,

family and child welfare present the core of welfare measures, planning, organization and administration of the activities are essential to the promotion of social progress and development. In the implementation of advisory social welfare services, the Technical Assistance Administration based its decision for priorities on the urgency of the needs, on the one hand, and on their weight in national social welfare developments, on the other.

Government Participation

The Economic and Social Council of the United Nations attached great importance to three main features of the technical assistance programme: (1) its universality, (2) the fact that it derives support from the regular budget of the United Nations, and (3) the permanent character of the services that are provided.

In the early days of technical assistance, requests for assistance were usually submitted by individual ministries or governmental departments, either direct to the United Nations, to the appropriate specialized agency, or again through a loosely formed non-technical committee established by the requesting government. Under such arrangements, technical assistance was often concentrated in one single field, with necessary and related developments lagging and hampering effective work. In order that international action might be co-ordinated with national planning, the United Nations requested the participating governments (beneficiary and host countries) to strengthen their internal machinery so as to render more effective services to the activities of the participating organizations and, to facilitate the co-ordinating
work of the Technical Assistance Board and of its resident repre-
sentatives. Governments were also asked to give special consi-
deration to ensuring that the projects, which are carried out, are
closely integrated with the recipient government's own efforts and
plans for development. In this respect, responsibility for deve-
lopment, planning and integration of technical assistance projects
was placed with recipient governments. Advice and other means of
assistance are therefore given only at the request of governments,
which, on their part, make use of assistance to meet the needs
existing on the country-level. The United Nations, in turn,
assists and advises governments regarding methods which should be
used in achieving their policies and objectives.

Governments were also asked to establish a co-ordinating
machinery in their country. These national organizations co-
operate with the United Nations on the national, regional and
international level, assuring that technical assistance programmes
are carried out to their maximum efficiency. To this end, govern-
ments are now providing the following services:

1. Co-ordination of all requests for technical
   assistance in all areas of economic and
   social development;

2. Co-ordination of technical assistance pro-
   jects within the country and allocation of
   responsibility to the appropriate govern-
   mental department;

3. Selection of applicants for fellowships and
   scholarships;

4. Recruitment of experts upon the request of
   the United Nations;

5. Co-ordination of the use of expert advice,
   available under the technical assistance
   programme;
6. Direct communication and co-ordination of activities with the United Nations and its specialized agencies.

7. Bringing together committees of representatives of different ministries, on the national level, to make necessary preparations for technical assistance programmes and to interpret the same to the general public.

Method and Focus of the Thesis

Prior to the second World War, international assistance centred on relief measures which met certain specific needs arising out of national disasters. These programmes were focused upon material aid and took the form of donations given by countries or organizations which were equipped for such programmes. These activities, however, did not aim directly at the causes underlying these problems.

Although contingencies, such as famine, flood and forced migration, still strike certain areas of the world, a new philosophy of international co-operation developed after the second World War. This new trend was the outcome of spreading democratic principles, accompanied by political events. A closer analysis of the causes of international conflicts revealed the fact that some countries, even though politically independent, are unable to function independently because of the lag in their economic development. The more advanced countries therefore pooled their resources to help under-developed areas through technical assistance programmes.

The original idea of technical assistance programmes was "help for self-help" whereby technical skill (instead of
material aid) relating to production was to be shared in order to enable the recipient country to undertake long-term development planning. The self-help aspect of the programme is perhaps the basic and most dynamic characteristic because it involves the active participation of recipient countries in developing their natural and professional resources towards becoming equal partners in the world economy.

Economic and technological development, however, involves many complicated hazards which deny a state of well-being to people. Evidence of this is found in the history of industrial development of Germany, Great Britain and other countries. If it led to a modern economy, it was also accompanied by social changes and by problems of re-adjustment. Shifts in the methods of work changed the status and relationships of the individual in the family and in the community, and changed his cultural values. Slums accompanied a developing industry, as did lack of adequate housing consequent upon a trend from rural to urban living, and disease grew out of changed working and living conditions. In order that yesterday's errors should not be repeated to-day, international co-operation and assistance had to assume the responsibility of considering the social consequences accompanying technological change. It is therefore important that technical assistance programmes should include social activities and make social policies an integral part of a country's economic policy.

If a comprehensive programme for economic development is undertaken, it has to incorporate methods whereby social problems can be foreseen and prevented and prevailing inadequate con-
ditions remedied. It is in working towards this goal that the profession of social work has become a partner in the international professional team.

There are of course many implications of the Technical Assistance Programmes besides social welfare or social work: indeed, these are probably still the least familiar. Some aspects of Technical Assistance are primarily economic, some primarily political: they may be examined as examples of international administration or inter-governmental co-operation; as case-histories of co-operation between people of different cultural backgrounds but with common needs; as techniques for raising productivity; as experiments in mutual aid or a new kind of international "lease-lend" contrasted with the commercial exploitation of nineteenth century imperialism. The present thesis is concerned with a much less familiar - and, in some ways at least, a much less ambitious - approach. What are the specially social welfare parts of these combined operations? What principles are being applied, or being developed in this and in related branches of the programmes? More specifically still, is the spread or development of Technical Assistance Programmes (which almost inevitably emphasize social welfare because they must take intimate account of human resources, i.e., the people of the under-developed country) also giving further definition to social work as a profession and as a group of special skills? What principles in Technical Assistance Programmes can be related to those generally acknowledged in the social work profession; and how far are these common elements?
Obviously, a full exploration of this theme would require field studies. Detailed evidence and analysis could only be derived from direct participation in at least some of the programmes, while evaluations would also demand the co-operation of governments and inhabitants concerned. The present study is, however, more of an exploratory or reconnaissance survey, to gain as much information as possible from published documents, and to highlight at least the main principles which have been stated by or which can be discerned from available reports. The analysis of the Advisory Social Welfare Services is based almost entirely on the official documents published by the United Nations and its agencies insofar as they are available in main libraries. An attempt was made throughout the study to examine the extent to which basic social work concepts appear in the programme, even though these are precisely the areas regarding which there is little information in the official material.
CHAPTER II

SOCIAL WORK AND TECHNICAL ASSISTANCE:
A COMPARISON OF PRINCIPLES AND METHODS

The ultimate goal of United Nations Technical Assistance Programmes is to help nations to develop their own resources in order to achieve economic and social improvement for the welfare of their peoples. This activity, which in the technical assistance documents as in the first UNRRA projects, is defined as "helping people to help themselves", is characterized by principles and methods which appear to have a great deal in common with social work. In this chapter, it is proposed to compare the underlying principles and methods of these two helping activities, to examine how far social work and technical assistance have analogous features.

Social Work Principles. Social work has been defined by a well-known writer on the subject as "a profession which integrates and implements complementary principles of human rights and human needs in the growing science of welfare."¹ In another standard text, the object of social work is summed up "to effect such an organization of potentials within the community and the individual that (people) without resources and with limited resources, as well as those ineffectively using what resources they

have, might be helped to achieve a more adequate way of life."¹

The parallels are remarkably close. Technical assistance programmes are directed toward sharing the skills of developed countries with the people of under-developed areas in order to help the latter discover and use their resources for their own advantage, and to develop skills whereby the resources already available can be utilized more effectively, and to attain higher levels of economic and social well-being for the entire population.

The recognition of the need for mutual help and cooperation is not new. In the basic ethics of all great religions there have been provisions that the better endowed must help those who are less fortunate. Social work, in addition, carries with it a conviction that "order in the world evolves out of spiritual inspiration and faith, appreciation of the value of each human individual, and belief in the equality and brotherhood of man."² This belief, which underlies democratic living, has been incorporated in the United Nations Charter setting out the basic rights of every human being. It has also been accepted, therefore, as the basic philosophy of technical assistance, the benefits of which are open on "a basis of equality to all peoples, regardless of their political opinions, their social organization, or any other differences among them."³


³ From the speech of UN Secretary-General Trygve Lie, Technical Assistance Conference, June, 1950.
Consequently, no distinction is made between countries other than their need for technical assistance. The deep impulse of human charity consistent with voluntary help and personal giving, has thus developed a new concept: the concept of mutual aid undertaken by governments. The aim of all nations, assembled in the United Nations, is higher standards of living and social progress. But to achieve this, the obstacles in the way of development, the greatest of which are disease, ignorance and poverty, have to be alleviated.

"Equality of all peoples" makes provision not only for the basic needs of peoples to be met, but also for their right to self-determination, whereby people through their governments, make their own decisions to request assistance and to decide in what form and for what purpose they wish assistance to be rendered. Just as the social worker does not force his services upon people in need, but respects their decisions and provides the opportunity to meet the need, so "Technical assistance for economic development of underdeveloped countries is to be rendered by the United Nations only in agreement with governments concerned, and on the basis of requests received from them."¹

In this process, attention is paid to national sovereignty, and assistance does not become a means of foreign interference in the internal affairs of the countries concerned, nor is it accompanied by any consideration of a political nature. On the contrary, governments take direct responsibility for improving their own national economic and social conditions. These principles of technical assistance are of such essential importance that

they are reiterated at every stage and in every description of methods of the programme, particularly in the phrase "upon the request of the Government." ¹

In addition to the emphasis social work principles place upon the equality of people (as far as their rights are concerned), they include respect for individual differences, which demand differential treatment within the methods of social work. Such differential treatment also applies to technical assistance given to countries. Consideration must be given to the unique needs and potentialities, resources and problems, background and traditions of different countries. While the method of assistance has a developed pattern, it has to be applied in a way that meets the particular circumstances, and is determined by the cultural values of the particular socio-economic setting in which it operates. In the adaptation and selection of methods and techniques, consideration must be given to the fact that, while certain basic principles are universal and applicable to all humanity, many of their social problems are regional and stem from local conditions, ritual codes of behaviour, local social structure and organization. Imported methods, therefore, must not be blindly adopted and unthinkingly applied but should be adapted to the unique impact and incidence of local problems and social conditions.

The social worker's activities are governed by the faith that the people he serves have the ability to change and to grow. Technical assistance is also based on the assumption that,

¹ "Upon the request of the Government" also implies legal ratification of bilateral conventions and agreements concerning the nature and extent of technical assistance.
given the opportunity to acquire new techniques and to develop resources, beneficial change can be brought about which will ensure the attainment of higher levels of economic and social welfare.

Social work is based on co-operation: working with people and not doing things for them. In this dynamic activity emphasis is placed on self-help and participation. Consequently, "helping" broadens from a relief-giving activity and a passive receiving to an enabling process which preserves the self-respect of people. It is reasonable to assume a desire in every individual, group or nation to develop their resources, and technical assistance is based on the principles of co-operation to achieve this end. If new skills are introduced by technical assistance representatives, the intention is that they should be shared with, and transferred to, the country where they will be used by the people and their representatives for the purpose of general improvement, employing, as far as possible, local resources and initiative. Without this component of co-operation, technical assistance cannot be effective and its achievements will only be temporary since the people will not feel that they have been a part of the developmental process. Technical assistance advisers, therefore, must have the ability to consult with or advise with people, rather than to dominate them; to organize and not to operate. They should help in assessing potential resources and in enabling others to utilize and develop them.

Technical assistance activity, similarly to social work, is an inter-personal process, which must be based on mutual respect, understanding and confidence between technical assistance
representatives and those of the recipient country. A positive working relationship is an essential element of a successful technical assistance programme. The establishment of rapport between technical adviser and advisee is just as important as it is in social work. To this end, the adviser must become thoroughly acquainted with the culture of the community before starting his work. He should understand and sense what the problems mean to the people, how they feel about necessary changes, how far he should compromise with local values and institutions. He should fit his suggestions and objectives into the local situation, even if he himself cannot agree with them fully, in order that his suggestions should be those of the people and their government, his aims should be common aims, whereby technical assistance will bring about technical change which is fully understood, accepted and utilized by the recipients. He must control his national, racial, and religious prejudices, and must have a capacity to work with people who are often on a lower level of training.

The matter of communication and knowledge of language is an important component of the helping activity. However, the understanding of the language, valuable as it may be, is a secondary consideration when compared with an understanding of the people and their needs.

There are emotional aspects that have to be carefully assessed in technical assistance. It is not sufficient to say that with improved technical, medical, educational and social services the country's social situation will improve. Although food will be provided and disease controlled, it is also essential
to help the people of under-developed areas to adjust to new situations and to channel the improvement of social processes in such directions that they will not create new social problems, whether community, region or nation wide. To this effect not only technical advice, but also social and cultural advice have to be incorporated in technical assistance programmes in order to help alleviate painful readjustments aroused by rapid economic progress, and to help people to decide whether they are willing to pay the price of economic progress by sacrificing social institutions, ancient philosophies and traditions that may impede development. As a result of this consideration, "requests for technical assistance may be approved which will help governments to take account of the probable consequences of proposed projects for economic development in terms of the welfare of the population as a whole,...and also to take account of those social conditions, customs and values in a given area which would directly influence the kinds of economic development that may be feasible and desirable. Similarly, requests may also be approved for technical assistance to governments desiring to undertake the specific development and to mitigate social problems - particularly problems of dislocation of family and community life - that may arise as a concomitant of economic change."\(^1\)

Social workers believe that the client's level should be the key to all helping processes. This implies not only

helping with those problems which are the most important to the client, but also that the helping process should be geared to the client's ability to meet the situation. Similarly, technical assistance has to be on the level of the recipient country. Immediate attention should be paid to the most pressing problems, but the techniques introduced should not necessarily be transplanted from the technically most advanced country, but from one where cultural and economic conditions are not so superior that large gaps have to be filled before constructive action can be taken. Working towards optimum goals must be a gradual process involving the minimum amount of frustration for the recipient country.

Meeting emergency needs by providing relief is just as important in technical assistance as it is in social work. Just as the social problems of a maladjusted family cannot be dealt with before its members are fed, clothed and adequately housed, so mental health services introduced to starving people could not be implemented successfully. Parallel to social assistance, in social work, technical assistance enlisted emergency services which provided assistance in kind (nutrition, medical services, etc.) before the country could be involved in plans for long-term development.

The forces affecting the welfare of people are multiple and they reinforce each other. Lack of technical knowledge leads to economic problems; unemployment results in poverty, poverty breeds illness, and illness lowers morale. Just as the social worker's focus is upon the individual as a whole person, and an attempt is made to co-ordinate vocational, financial,
medical, social and emotional treatment, the main objective of technical assistance is to help under-developed areas in toto, attacking all those interrelated fields which are thwarting economic and political growth. Therefore, technical assistance programmes must be as integrated and systematic as possible, developing in successive stages and seeking to provide a permanent character to the service concerned.

Social work is considered a "catalytic agent" focusing the attention of many professions and occupations in their specialized capacity in a team approach, in order to meet the needs of the total human person, group or community. Similarly, technical assistance mobilizes all those professions whose contributions can be utilized for economic and social development of a particular country. Applied sciences are drawn upon for the improvement of production, medicine for the alleviation of illness; education is utilized to fight ignorance and teach new skills, political science to improve and strengthen the effectiveness of governments, and the social sciences to study the causes of social ills and bring preventive and improving measures into the social situations. Whereas social work has a specific network of skills and a body of scientific knowledge which constitute its identity and which distinguish its practice from other professions and occupations, technical assistance, as a helping process, cannot be administered by a single profession. It has to mobilize different disciplines within the frame of reference of its principles and basic methods, principles which ultimately all fit into the overall process of bringing about economic and social progress.
Because these professional people are primarily experts and only secondarily do they represent these principles, it would be unrealistic to assume that all participants demonstrate an understanding and accepting attitude, which is basic in the practice of social work.

**Technical Assistance.** The process of technical assistance and social work are analogous in their approach to problems. The tools for providing assistance are primarily educational in nature and comprise expert advice, fellowships and scholarships, seminars and conferences, demonstration and pilot projects and dissemination of technical information material. Their systematic and concerted application, however, can only be effected if the scientific process of analysis, planning, implementation of plans and evaluation of the programmes is followed.

**Stage I: Analysis**

In order that requests for technical assistance may be well defined and fully documented, governments are requested to undertake a study of natural and social resources in order to establish the potentialities for development. Completing comprehensive reconnaissance surveys is an involved process, but it is the essential basis of development-planning.

In countries where survey machinery is not available, exploratory or survey missions are sent upon the request of the government. The use of foreign experts in such cases proved useful because they are likely to be unbiased and also carry the stamp of United Nations authority. Their activity is also
educational in the sense that they are working in co-operation with local officials. The members of missions are experts representing different disciplines, each working in their own field, but focusing upon the total development.

The reconnaissance survey is "diagnostic", and, in addition to revealing resources, it brings the problems to the foreground. Through such a team approach, which is also applied in social work, an integrated plan for economic and social development can be effectively formulated.

Based on such analysis, a request for direct assistance is presented by the government to the Technical Assistance Board. Governments may use recommendations given by advisory missions, following, or sometimes substituting survey missions. When requested, the Technical Assistance Board assumes a function similar to a social service index. The Board informs all participating organizations of the request and informing each of the other's action, avoids duplication of service.

In cases where the recipient government has specifically requested assistance in a variety of fields, the exploratory mission may recommend the appointment of a resident representative in agreement with the government, and the participating organizations. The resident representative is instructed to help the government to define its needs with precision, to harmonize the work of the different organizations in the country, to act as a liaison of the Technical Assistance Board between the government and the United Nations, to assume responsibility for
the entire technical assistance programme in the country, and to report to the Technical Assistance Board on behalf of the team of organizations. His functions vary from country to country, but such services are especially valuable where technical assistance affects a group of neighbouring countries (i.e., regions). In comprehensive planning, it is of primary importance to consider all fields that are affected by economic change and which may involve changes in countries of a region where the same conditions exist. Under the co-ordination of a resident representative, several countries may join in planning and in making requests for assistance. Regional and international action can be harmoniously utilized only if these countries organize themselves in groups, based on their cultural differences, decide to pool their previous experiences, make a combined analysis of their techniques, and co-operate in using such international aid as they deem necessary to improve their techniques.

The resident representative may also minimize effects of political instability, and establish continuity and integration in all facets of working relationships.

The plan for development, incorporated in the request for technical assistance, must set out objectives and determine priorities. It should be long-term planning in which every phase is a part of the major goal. This is to ensure that all secondary plans within the programme are consistent with each other and with the total resources available.

Stage II: Planning

When the preliminary analysis has been completed, the
social work treatment process is outlined in a tentative plan, which is based on the potentials of clients and upon the resources available in the environment. Similarly, after the request for technical assistance has been submitted to the United Nations, the agencies undertake the joint examination of the proposed plan and establish the extent to which technical assistance can be offered. If the United Nations is not in a position to provide the requested technical assistance, the governments are informed about other facilities that are available from other resources such as the specialized agencies, member countries, or non-governmental organizations.

Stage III: Implementation of the Programme

On the basis of the treatment plan, the social worker aims to help his client, through their relationship, to change and grow and to make the best possible adjustment in the particular situation. In technical assistance the "treatment process" is the implementation of plans: putting resources into operation in the required direction.

Requesting governments carry full responsibility and by far the greater part of the material and financial burden of the programme. Therefore, assistance can only be effective if it is an integral part of the national plan. The means of implementing plans may be by operating missions, assuming operating responsibility for the plan mainly on the level of economic and social reforms. But the primary aim of action is to supply technical training and expert information in specific fields. This is done through
expert advice, fellowships and scholarships, seminars and conferences, demonstration and pilot projects and technical information.

(a) Experts. The major portion of requests received under technical assistance has been for the appointment of experts. Their task is twofold: first, to use their knowledge and experience to introduce projects, and, second, to introduce new skills, a role which is mainly an educational one. The technical expert is required to work with native experts of the same field so that his services can be gradually withdrawn. His high technical and human qualifications are, therefore, particularly important. Professional competence must be coupled with sympathetic understanding of the cultural backgrounds and specific needs of the recipient country. His methods must be adapted to local conditions. Although expert advice is used in any area of economic and social development where technical skill is required, such a contribution is also valuable in connection with seminars and conferences as well as demonstration projects where it is used for more formal education.

Expert advice to governments may also extend to surveying and evaluating resources, needs and existing services; formulating policies, reorganizing administration, planning and training of selected personnel at the technical or supervisory level, thus introducing new techniques to one or several fields.

(b) Training. Training programmes are complementary to the expert services on the local level. Three types of facilities are afforded for training under the technical assistance programme: local, regional and international.
Where local counterpart personnel is attached to international experts in the normal course of their assignment, their services are not only more economical than those of foreign experts, but they also ensure continuity of work after the experts have gone, and they can apply the newly acquired technical knowledge to local conditions on a permanent basis. Local training may also be done through in-service training which has the most immediate results with the least cost.

Training programmes in more developed countries are worked out through three means: fellowships, scholarships and seminars. (1) Fellowships are awarded to individuals, groups or teams to observe and acquaint themselves with the experience and practice of other countries in their particular fields. They are often more useful if spent in a country where the level of development does not diverge too sharply from that of the recipient country, and where similar social and cultural patterns prevail. The prerequisite for fellowships is that the candidates selected should be of a calibre of training and experience that will enable them to take full advantage of the opportunities offered. Fellowship programmes are designed to meet the needs of administrative, policy-making, supervisory, executive and technical personnel. Upon their return, the Fellows may assume training positions and share their acquired knowledge with their co-workers, or they may continue as practitioners using and adapting their experiences to local conditions.

As distinct from fellowships, (2) scholarships provide training facilities to persons who cannot receive adequate for-
mal training in their own countries, and are, as a rule, designed for the purpose of higher education. It is the responsibility of the government and that of the United Nations to ensure that nominations should be based on ability, and the candidates' employment upon their return should be secured in the capacity for which this training best fitted them.

Specific problems, important to one country or a group of countries, may be subjects of (3) technical seminars and conferences focusing on indigenous needs of a region. They serve as a means of familiarizing local personnel with the latest knowledge and techniques. The basis of such action "must be in most cases a demonstrated need, rather than request from all possible participants."¹ However, participation in such intergovernmental technical assistance programmes depends upon the decision of each government itself. Seminars are usually organized by governments, but the United Nations makes experts available who present new technical developments in a specific field.

While seminars are usually planned on a regional basis, conferences are, as a rule, organized on the national level where teams of experts in one particular field come together for the purpose of formulating policy on matters of common interest. There is, however, a flexible approach with regard to participation by different governments.

a regional basis with the help of expert assistance in order to
develop modern services which are suitable, to develop requisite
materials and to serve as national training centres. United
Nations assistance includes (a) advice on the preparation of the
projects, (b) sending small numbers of experts to set up and in-
troduce the project, (c) providing technical equipment, (d) pro-
viding technical publications, and (3) where necessary, awarding
fellowships allowing the holders to profit by such training as the
centres may be able to provide.¹

The principles governing provisions for demonstration
centres are as follows:

(i) Centres, in respect of which assistance
should be granted, should be existing
national centres, established for this
purpose and should be at the disposal
of countries with similar problems;

(ii) The centres should form a part of the
national plans;

(iii) They should be used for demonstration
and training.²

In order, therefore, to ensure their effectiveness, the
demonstration and pilot projects should be accessible by their
immediate beneficiaries. Care must also be taken to keep these
projects from becoming isolated and being used as exhibits by the
government. Seminars are useful to review and compare the re-
results of different centres and to make their methods available to
other countries, and, in some cases, to reinforce basic research

¹ Report by the Secretary-General, The Programme Un-
der Resolution 58(I) As Amended. Advisory Social Welfare Ser-
vices. Economic and Social Council. E/CN.5/239 (5 February,
² Ibid.
facilities whose findings can be used for further development.

In connection with these projects, provision of equipment is an essential feature of the programme, but it is not allowed to become a programme for the supply of goods and materials. Therefore, no request for equipment alone is entertained by the United Nations, regardless of how useful it might be to requesting governments. Equipment and supplies are given for demonstration purposes only, and must be a part of the integrated programme. Since equipment within the projects are highly specialized, their supply may increase the effectiveness of the technical assistance projects.

(5) Technical Publications. Visual and audio-visual services are increasingly utilized in technical assistance programmes and are provided by the United Nations for use in demonstration projects, educational institutes and libraries. This enables specialized fields to exchange information and experience. The chief media for the communication of technical material are (i) technical literature; (ii) films; (iii) equipment; (iv) special studies; (v) periodic reports. The United Nations published, listed and purchased technical literature and disseminated mimeographed lists of recent publications in the different fields. This material is made accessible to the largest possible number of people and has been a useful supplement to all methods of technical assistance. It has been especially valuable in the field of social development in both under-developed and advanced countries.
Stage IV: Evaluation

In order to assess change and growth brought about by the social work treatment process, it is important to evaluate the extent to which the goals have been achieved. In addition to revealing accomplishment, such an evaluation points at steps that should be taken for further improvement.

While the United Nations assumed responsibility to provide facilities to share technical knowledge in different fields, it is the governments' responsibility to make use of the assistance and integrate it into the country's overall economic and social development. International assistance should therefore be used to expand activities on the country level and to make assistance the basis of long-term national programmes. In order that the value and achievements, as well as the methods of technical assistance, may be further developed and, if necessary, modified, there is a continuous need for evaluation and for review of activities. Since, however, differences between countries are great, and the programme has been in operation only for a short time, it is difficult to assess its permanent value. Nevertheless, evaluation should accompany every phase of the process. To this end, the Economic and Social Council receives once a year a comprehensive account of technical assistance activities carried out by the United Nations Secretariat. Similarly, the Technical Assistance Board submits reviews to the Technical Assistance Committee in relation to the assistance rendered by the specialized agencies in each country.
Regular reporting lies within the responsibility of resident representatives who are assisting governments and agencies in working out satisfactory programmes. Review of the programmes is done in the light of recommendations concerning (i) the suitability of any particular project in connection with the programme, (ii) the extent to which the country's programme contributes to planning and implementation of integrated development, and (iii) the overall balance of the programme with respect to geographical distribution of effort and responsibilities of the participating agencies.

These are very close in method to social agency review committees. The United Nations established "working parties" whose findings are used to evaluate the UN machinery and the services already rendered to interpret United Nations policies and functions; and to assess, evaluate and improve procedures and techniques of technical assistance programmes.

Thus, in summary, just as social work treatment process begins with analysis and ends with evaluation, technical assistance has to start with fact-finding and continues with evaluation after the final stages of the programme.

Social Work Methods in Technical Assistance Programmes

From the preceding analysis it can be seen that principles, concepts and processes in social work and in technical assistance are similar in numerous programmes. The next question is to ask how far social work methods as such are part of the
technical assistance projects.

Professional social work has developed specific methods whereby its body of knowledge of human relations is put into action. In general, the aim of the social worker is to bring various resources "to bear on individual, group and community needs by the application of a scientific method of helping people to help themselves";\(^1\) but three distinct methods are usually recognized in the performance of this task: casework, group work and community organization. Basic to these methods are the assisting elements of social research and administration. In practice, of course, these are apt to be interdependent and are certainly united in procedure and in the objective of increasing and maintaining the welfare of human beings.

In the technical assistance programmes it is possible also to distinguish three broad areas: (1) day-to-day working relations; (2) formal education; and (3) demonstration; and in all of these it is possible to pursue the present analysis by examining the extent to which social work methods are prevalent in the technical assistance activities in general, and in the advisory social welfare services in particular.

1. **Casework** is the method which has been developed to help individuals "on a person-by-person basis to attain the fullest degree of personality development."\(^2\) Such person-to-person


\(^2\) Ibid., p.2.
relationship is also prevalent in technical assistance, especially in respect to the work of experts and advisers who without exception are working closely with individuals, local experts and personnel. The philosophical outlook of the expert is laid down in the concepts and principles of technical assistance, and it has been agreed that sharing skills can be successfully carried out only through a positive relationship, utilizing the experts experience and understanding support in helping local experts or government representatives to utilize their own and their country's resources to the maximal capacity.

In a broad sense, the technical assistance expert is the "caseworker" in the programme. In his relationship with his advisees there is a definite place for emotional, cultural and social considerations. The primary aim of his mission is not to bring about a change in the personality, attitudes and adjustment of his advisee, but to teach skills for increased production and better service. Nevertheless, in a positive working relationship in which the expert is using himself in the helping process, indirect individual changes in outlook, and, in the long run, in a better professional adjustment will indeed come about.

Direct teaching of casework techniques is an important element in the advisory social welfare services which is the technical assistance programme in the field of social welfare. Although every culture has developed an optimum person-to-person relationship, the scientific and purposeful learning of casework skills is achieved through in-service-training projects, fellowships and scholarships and in the seminar setting.
Demonstration of casework method is done by experts or Fellows returning to the recipient country in a teaching capacity. In some cases films have been used to show the flow of casework interviews parallel to theoretical teaching utilizing case-records in class discussion.

2. **Group Work.** The function and purpose of groups have been defined by several well-known authorities. Authors in social work have emphasized their importance because of the awareness that human functions and development are, in every way of life, related and influenced by association of the individual with other individuals. Groups have been found to be the media through which individuals achieve personal and social satisfactions and goals; individual and social norms are changed; social controls are maintained and society passes on its customs, norms and values through groups.¹

Whatever the composite of the interest which brings people together into a group, the patterns thus formed may be placed in two classifications, (a) natural groups, such as the family, and (b) formed groups. Formed groups result when people are recruited to participate in an organized effort. For the purpose of technical assistance programmes, it is the latter kind of group with which this study is concerned. The "representative group" influencing the life of other groups plays an important part in technical assistance activities, as compared with the

"primary groups" which focus primarily on their own group life. Representative groups are evident in technical assistance, as they are in most teaching activities. It has been found in many instances that local specialists, gathered under the leadership of a technical assistance expert in seminars or group conferences, have used this setting effectively to exchange opinions, discuss mutual experiences and study different conditions. In this way they have gained a better understanding of the common problems and arrived at policies and decisions which were helpful in their particular field. The group method also appears in governmental conferences and has proved to be valuable in many instances.

Formal group work education is a part of the advisory social welfare services, and is done by awarding fellowships and scholarships for the study of group methods and agencies in other countries. These programmes also include camping and other recreational activities, in addition to the therapeutic use of group work methods.

Demonstration of group methods is done by social work experts, who, when assigned to technical assistance projects in the welfare field, share this skill with local workers.

Since technical assistance programmes manifest themselves mainly in teaching, the group method and awareness of group dynamics have been used purposefully throughout the programme to develop processes which encourage initiative and participation of local experts under the leadership of expert advisers.

3. Community organization as a social work method,
concentrates not so much on the individual or on the group, but rather upon the larger and more inclusive welfare problems of the whole community. The individual, who is a member of the community has a responsibility not only to himself but also towards the society in which he lives. In the helping process the social worker encourages the individual (and groups) to make a contribution to their community, not only as a person but also as a citizen.

In technical assistance programmes the general aim is to assist in the improvement of social and economic conditions, particularly by stimulating among villagers and rural workers a desire for self-improvement and by guiding them in their efforts. This approach is being increasingly used in small communities of under-developed areas. These communities are "refugees of society" in the sense that they are isolated from the more developed areas of their countries. They need to be made aware of their problems particularly since they have no comparison within their reach.

The basic principle in helping them to do something about the problems is the same as in other development activities, and the aim of the United Nations is to stimulate local people to organize themselves and utilize their maximum strength and resources, as well as to prepare the way for technical assistance.

The first step in community organization activities is to help rural communities formally and informally to think together and to recognize their needs, which are mainly in the area of

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1 Resolution 390 D(XIII) of the Economic and Social Council authorized the "use of community welfare centres as effective instruments to promote economic and social progress throughout the world."
sanitation, education, water-supply, recreation and roads. Next, the group of people accepts responsibility to pool their resources and attack problems of common interest. Thirdly, they must be helped to recognize that there is a need for technical assistance and/or material aid, and, finally, to develop a degree of responsibility and pride to attack these problems.¹

In order to fulfil this task, the Technical Assistance Administration made provision, upon governments' request, for sending community organizers to under-developed rural areas.

The special qualifications for such a counsellor are two-fold. He must not only possess practical skills but must be aware of group dynamics as well. He must have an understanding of, and respect for, people as well as an awareness of cultural influences on the habits, attitudes, and viewpoints of rural families. He must have confidence in the ability of people in the community and establish a positive working relationship to train and help indigenous leaders. His task is to help in the analysis of prevalent needs and reassure the community that it is capable of doing something to meet these needs. To this end, the following principles and practices developed which are valid in all cases of community education and development:

"¹. Maximum self-help effort must be developed in all cases and for this development specialists are required.

2. If such a person must work alone, he must first of all be a group organizer or specialist, and secondly, must be thoroughly aware of where the community can go to obtain various kinds of technical assistance required. If a small team can be provided, each member of the team should be qualified in more than one field.

3. The person, or persons, working with a community must reside and work in that community for a substantial period of time.

4. Locally recruited technical assistants must be trained to assume some of the functions exercised by technical agents.

5. Regardless of the adequacy that welfare centres and their services may achieve, they should never be left without at least one paid community specialist readily available to assist these centres in their self-help effort and to act as a bridge between them and the specialized services which the communities will be progressively more ready to use.  

It is believed that "these programmes for community organization and development are our best hope for social progress in light of the shortage, in fact, non-existence, of significant outside capital for development". Therefore, the United Nations provides formal training through fellowships and scholarships for members of rural communities, and has sent experts to advise and work with indigenous leaders in order to promote such development.

4. Research. Study of the concepts underlying social work skills is one of the major tasks of social work research. It also involves study of the relationship of social workers with

1 Ibid., p.39.

individual clients, groups or communities on various levels of interaction, as well as their mutual relationships and functioning within the organizational structure of social agencies.\(^1\) Research is also basic to the development and evaluation of methods in the light of accomplishments, and to the formulation of social policy.

Research is also basic to technical assistance programmes because comprehensive data are prerequisites to long-term planning which has taken the place of emergency and relief projects. The Technical Assistance Administration, with the help of its affiliated agencies, has undertaken wide research activities in order to promote economic and social development and that the limited resources may be used to their fullest capacity. For technical assistance planning it is important to know:

(i) What are the most urgent problems in the area, and what is their importance in the region;

(ii) What are the major obstacles for improvement;

(iii) Which problems can be resolved through international action, or must be resolved before effective action can be taken.\(^2\)

In addition, as technical assistance programmes are translated into action, reliable and periodic assessment of changes in standards of production and of living becomes necessary to determine the actual effectiveness of the programme.


Information for research in technical assistance is obtained from published sources, such as government reports, official gazettes, texts of legislations, books, newspapers and periodicals. Auxiliary resources are the national commissions of member governments, national consultants and correspondents, and research experts of private organizations engaged for special studies. Primary information is obtained through enquiries carried out by international organizations, their regional offices, missions or individual and group surveys. The questionnaire method has also been used, but the findings obtained in this way are not yet comprehensive. These are used only as general information, mainly because social and economic conditions differ to such a great extent in the different countries that they cannot be obtained through standardized questionnaires.¹

Economic and technical research in general, and social research in particular, has been one of the most important contributions of the United Nations. A remarkable account of the World Social Situation² for example, covers population, health, nutrition, education, conditions of work, income, welfare and special conditions of need in different countries. This study has been used to assist member governments, the Economic and Social Council and the Social Commission in formulating social policy and in the planning and organizing of effective inter-


national action. A similar survey has been planned to be conducted in 1954 to deal with population trends and their relation to social and economic problems and changes. A survey evaluating the effects of assistance in under-developed areas is awaiting publication in 1954.

Research conducted by the Social Commission dealt with the evaluation of the following methods:

(a) Review of programmes of assistance furnished to individual countries;
(b) Analysis of reports submitted by experts and Fellows and programmes recommended to governments;
(c) Preparation of briefs on outstanding social problems in countries requesting assistance;
(d) Analysis of fellowship and scholarship applications;
(e) Briefing of missions, etc.¹

The following research projects have been undertaken for the 1953-55 budgetary period in the field of social welfare:

(a) Surveys of country needs to develop well-balanced programmes for maternal and child welfare in selected areas;
(b) Non-residential care of children of working mothers (1953-54);
(c) Home-help for working mothers (1955);
(d) Methods of administering assistance to the needy in under-developed countries and territories (1954-55);
(e) Training for social welfare personnel in under-developed areas, including training of auxiliaries (1953-54);
(f) Welfare of the deaf (1954-55).²

² Ibid.
The chief value of such surveys lies in the fact that they present a background and appraisal of current conditions throughout the world, which can be used by governments as a reference and as a base for formulating specific proposals. They are also helpful as a tool in the orientation of experts, as well as in the assessment of countries where fellowships could be assigned.

5. Administration, as a social work method, is a clearly defined function directed towards the welfare of the community. Its basic purpose is to translate agency policy into service. By way of method, social agency administration is directing and enabling professional service, and creating conditions that improve the quality of agency services, its contributions to the community and to the professional field. It encompasses the different concepts of related social work methods (casework, group work, community organization and research), coupled with auxiliary business procedures, and operates on the scientific basis of analysis, planning, implementation and evaluation.

Summary: Administrative Objectives. Serving the world community through technical assistance programmes, the United Nations assumed leadership, direction and supervision of this programme through concerted international action. As a means of summarizing and underlining the comparisons made so far, it is very instructive to consider a standard statement of the administrative functions of social agencies.¹

(a) The determination and clarification of objectives, and policies. This task has been accomplished through the

resolutions of the United Nations General Assembly and the Economic and Social Council. It has been implemented by the United Nations Technical Assistance Administration, the affiliated agencies and the recipient governments in parallel action.

(b) The mobilization and maintenance of resources—personal, financial, material, even psychological, — to the end that the agency may carry out its purposes and fulfil its functions effectively. It is the responsibility of the Technical Assistance Administration and the Secretariat on the one hand, and the obligation of the recipient government, on the other, to recruit personnel. Funds and equipment for an effective programme of development are contributed by member nations, in addition to the regular UN funds.

(c) The development of programme. Technical assistance programmes have been established in terms of basic procedures by the United Nations. Their implementation is flexible and is subordinated to the specific needs of recipient countries.

(d) Organization and co-ordination. The United Nations established the Technical Assistance Administration to organize assistance activities and it is the task of the Technical Assistance Board of the Economic and Social Council to co-ordinate programmes and planning. This is especially important in order to avoid duplications and overlapping activities. On the level of the recipient country, assistance is organized and co-ordinated by a special machinery set up by governments for this purpose.

(e) Leadership, direction, and supervision. These res-
ponsibilities lie entirely within the Economic Social Council and the Technical Assistance Administration and are only in part delegated to resident representatives and assistance agents, who, in their turn are responsible to give regular accounts of the activities to the central authorities.

(f) Planning, standardization, and evaluation. The Technical Assistance Administration, together with other United Nations organs and the participating organizations, is working in co-operation with the requesting governments in planning programmes. Standardization and evaluation of procedures and methods, however, are dealt with entirely by the United Nations Working Parties which were set up for this purpose.

(g) Recording, accounting and related activities. The United Nations machinery has established a central register at headquarters where reports of activities are compiled. Accounting and related activities are also within the United Nations, done by fiscal commissions administering the funds allotted for the purpose of the programme.

(h) Processing, or routine procedures. This task has necessarily developed within the practice of providing technical assistance. Information about procedures was made available by the United Nations Secretariat and has been distributed to participating organizations and to all governments.

(i) Public Relations. Within the frame-work of technical assistance activities it seemed necessary to establish a governmental body in every country participating in the programme, through
which information is made available to the general public. The United Nations headquarters pays special attention to this aspect because the necessary funds are subject to the presentation of needs and achievements. Public relations and public information in recipient countries, however, formed a controversial issue, because some governments found it more advantageous if development programmes were implemented without special reference to United Nations assistance. It may have been for this reason that the publication of the Technical Assistance Administration Fortnightly Bulletin, accounting for new developments in the programme, has been discontinued after one year of existence.

Since technical assistance activities are carried out in a parallel way by the United Nations and by the recipient governments, their administrative functions have had to be bilateral.

In conclusion it is thus possible to say that in their basic principles and methods, technical assistance programmes show a striking similarity to social work. The universality of the programme has been laid down on the assumption that all countries are entitled to take advantage of the services offered. This corresponds to the belief of social workers that every individual in the community and nation has the right to attain a full life of health and social participation. Technical assistance offers the means to fuller participation in the world community on a self-help base.

The focus of technical assistance is on the economic and social development of countries, with special consideration
of their indigenous and unique needs. Similarly, social workers consider their clients as each having their own unique and different features.

In principle, also, technical assistance is provided on the assumption, not uncommon to social work, that all areas of a nation's, region's or a community's life are inter-related, and, therefore, change in one area will necessarily influence the others. Technological change necessitates change in the economy, in the way of living of the people, and these changes may bring about problems which are social and psychological in nature. The emphasis upon such an overall consideration put the Advisory Social Welfare Services in an essential position in technical assistance programmes, especially as in under-developed areas there is a more serious lack of professional social work personnel than in the more advanced areas. Incidental to helping provide adequate social work training in under-developed areas, the United Nations gave serious consideration to the study and definition of the social work profession. By this move its importance and potential contributions to social development have been clarified. Even in the United Nations' definition of social work there is a close relationship to technical assistance activities themselves.¹


Other quotations which follow in this paragraph are from the same source.
"(1) It is a helping activity, designed to give assistance in respect to problems that prevent individuals, families and groups from achieving a minimum desirable standard of social and economic well-being.

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

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

The Advisory Social Welfare Services provide technical assistance to improve the welfare standards by promoting social work training. Social work and technical assistance, by "fixing attention on specific social ills and pointing to the need for appropriate remedial and preventive service, seek to maximize the resources available in the community for promoting social well-being." Social workers in under-developed areas are enabled, through training, to "identify classes of problems requiring orderly solution by the community, or classes of persons who can be brought to normal social and economic functioning only through the creation of special community resources. The social worker here performs a primarily technical and instrumental function calculated to make more rational, more intelligent, and more effective (a) the efforts of the community in promoting social well-being, and (b) the efforts of individuals, families, and groups to overcome obstacles to productive and satisfying living."
CHAPTER III

ADVISORY SOCIAL WELFARE SERVICES

Advisory Social Welfare Services, as an international activity found their first realization in the activities of the United Nations Relief and Rehabilitation Administration (UNRRA). This organization, in addition to supplying material relief on a large scale during the years immediately after the second World War, soon encountered the lack of local social welfare personnel; and to meet this, UNRRA established the first programmes for social welfare fellowships to war-stricken countries. While the UNRRA programme had to concentrate on emergency needs, it was evident that even immediate programmes had to be connected sooner or later with reconstruction. UNRRA administrators also recognized that changes in social welfare needs would accompany peacetime economic and social development in these countries; and it was not in UNRRA's charter to develop programmes of this nature. In 1946, when the activities of UNRRA were terminated, the need for the continuation of training in social welfare was evident. Some of the functions of UNRRA were transferred to WHO, some to FAO, some remained with organizations which were still regarded as short-term and emergency, such as the International Refugee Organization (IRO) and (later) the International Children's Emergency Fund. Eventually, the welfare tasks were recognized as United Nations responsibilities and became a part of the programme of the Division of Social Welfare in the advisory
social welfare services.  

As established in 1946, the advisory social welfare services were to apply to all countries in need, but priority was given to under-developed and war-damaged countries where the need was the greatest and where some problems required immediate attention. This was among the first statements recognizing the under-developed country per se, and marked the evolution from the post-war and emergency or "relief" program to the present concept.

In order to establish a programme, adequate to improve social welfare measures internationally, the Social Commission of the Economic and Social Council prepared a report in which the basic principles and methods of the advisory social welfare services were clearly defined. The most pervasive principles of the programme are that assistance should be given only upon the request of governments; the extent of assistance should be in proportion to the needs and should cover those areas which could not be assisted from local resources. It was also recommended that:

1. Social Welfare training programme should include scholarships and fellowships as well;

2. The possibility of creating demonstration centres and pilot projects should be provided for: also fellowship and scholarship holders should be permitted to participate in such projects;

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1 General Assembly Resolution 58(I) of December 1946.

3. Provision should be made for planning and conducting seminars;

4. The furnishing of films should be authorized;

5. The authorization to furnish technical publications should be expanded to include all participating governments, instead of the war-devastated countries only.\textsuperscript{1}

As a result of these recommendations the General Assembly resolved that the following areas should constitute the advisory social welfare services:

1. **Social welfare experts**, to provide advisory services and to put in practice over an appropriate period new technical methods in any branch of social welfare;

2. **Fellowships**, to enable qualified social welfare officials to observe and familiarize themselves with the experience of other countries administering similar programmes;

3. **Advice and demonstration equipment**, to be provided for the rehabilitation and vocational training of the physically handicapped;

4. **Technical publications**, to be furnished in the field of social welfare.\textsuperscript{2}

According to this resolution, the United Nations undertook the task of improving national social welfare services which

\textsuperscript{1} Ibid., Chap. I, p.78.

\textsuperscript{2} It may be noted that at the beginning of the programme (1946) technical publications were provided only to "Member countries which have been devastated during the war", and were not extended to all countries until 1951.
were based on long-term planning. The extent of assistance was based on the request of governments, and on the extent to which the service would improve the welfare of the total population.

At the beginning, the programme was based on a year-to-year plan. This was mainly due to the limitations of a year-to-year budget the funds for which were contributed by member countries. Since, however, in many cases, the programme could not be terminated by the end of a budgetary year, and, because newly developed services showed the need for the introduction of additional welfare measures, the need for long-range planning by the United Nations in co-operation with governments soon became apparent.

To this end, it was decided in 1948 to enlist the financial participation of recipient countries as well, and in 1949 the advisory social welfare services were placed on a continuing and permanent basis.

There was also a need for expansion within the programme. For example, the fellowship programmes could not be fully utilized in some cases because participants, where the need proved to be great, lacked qualified officials who could take part in the fellowship programmes. Therefore, in 1950 the provision of scholarships was added to the advisory social welfare services. This enabled young students who could not obtain professional training in their own countries to study abroad. In this way, an opportunity was given to governments to nominate candidates for advanced study, as an alternative to the fellowship programme.

In addition, it was realized that visual education could
be profitably used, and seminars provided a useful device for group training and exchange of experience. Therefore, these methods have also been added in order to improve further the social welfare services.

Another important step was taken by the United Nations and its specialized agencies in 1951. At this time the Trust- and Non-Self-Governing Territories were included in the technical assistance programme.

The development of technical assistance in the welfare field shows a process of evolution. The expansion of activities and the increasing demand for assistance led the United Nations to give broader consideration to the development of countries in need. Technical assistance was first given in the field of social welfare, and this was followed by assistance for economic development and public administration. Finally, by the amalgamation of these separate programmes, the "Expanded Programme of Technical Assistance" provided a frame of reference within which due consideration was given simultaneously to social and economic needs and to their inter-relatedness.\(^1\) Recognizing the value of the advisory social welfare services, their methods have been taken over and applied in all areas of technical training.


Fellowships and Scholarships

The principal aim of the fellowship programme is to offer assistance to governments by enabling suitably qualified social welfare officials to observe abroad and familiarize themselves with the experience and practice of other countries in branches of social welfare most suitable to their needs. Observation is planned specifically for short periods of time, and for experienced individuals who could profit from such a programme much more than junior personnel. The period of observation is of two to six months' duration, but in exceptional cases it may be extended.

Experience in administering this programme revealed the fact that some Fellows would benefit to a much greater extent if they were to choose as the area of study a country where the economic, social and cultural situation was similar, rather than too advanced in comparison with the recipient country. This encouraged the participation of an increased number of countries which provided facilities for observation. The number of participating governments increased after 1949, when the services were extended beyond the war-devastated areas and included the non-self-governing territories.


2 See Appendix G, Tables III and IV.
Table 1. Development of Fellowship Programme, 1947-1951

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Host Countries</th>
<th>Number of Awards</th>
<th>Number of Recipient Countries</th>
</tr>
</thead>
<tbody>
<tr>
<td>1947</td>
<td>8</td>
<td>104</td>
<td>12</td>
</tr>
<tr>
<td>1948</td>
<td>10</td>
<td>120</td>
<td>17</td>
</tr>
<tr>
<td>1949</td>
<td>11</td>
<td>188</td>
<td>32</td>
</tr>
<tr>
<td>1950</td>
<td>18</td>
<td>183</td>
<td>35</td>
</tr>
<tr>
<td>1951</td>
<td>23</td>
<td>176</td>
<td>52</td>
</tr>
<tr>
<td>Total</td>
<td>-</td>
<td>771</td>
<td>-</td>
</tr>
</tbody>
</table>


A further increase of over 50% was shown in 1952, when 280 awards were made to social welfare Fellows and scholars.1

During this latter year, efforts continued to enable Fellows from less developed areas to spend at least a part of their observation period in countries where development could be termed as "medium", but, which none the less show valid achievements, and which, above all, show the same cultural, social and economic pattern.

Scholarships have been awarded to graduates from countries having no appropriate specialized training facilities. It is, however, required that candidates should have had some experience

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in social welfare or in related fields.¹ Their curriculum abroad is to be closely related to the field of special need in their own countries. Scholarships normally provide training for one year, but on the condition of obtaining satisfactory results during the first year, they may be extended to an additional year.²

Whereas the Fellow learns mainly from observation, visiting agencies, conferences, reading records, attendance at staff meetings, board meetings, institutes and regional conferences, where the objective is to gain understanding of the welfare programmes, scholarship holders acquire knowledge through academic training and through activities connected with this training.

Since fellowship and scholarship awards are a part of the total programme, consideration can only be given to nominations received from governments. It is important to outline the fields of study of the candidates and to consider in what way the proposed training relates to other social welfare services which have been requested by governments.

Although the Fellows show considerable variation in their fields of study, their interests are evidently closely related to the development of social welfare in their countries. In the beginning (1946-1949), the more basic areas of welfare had been emphasized, and there had been a steady increase backed by the endeavour to meet these needs in the different countries. During

² E/CN.5/289/Add.5. p.25.
this period, community, family and child welfare, social welfare organization and administration carried the greatest weight. In the years that followed, development in the areas of social defence, housing and town and country planning became apparent.\(^1\)

While the fellowship programme was introduced in order to provide a two to six months' observation period for welfare personnel, in some cases it was found that a brief visit would enable some participants to widen their experience, yet return to their employment after a short absence. To achieve this goal, the European Regional Office of the Social Welfare Division initiated an intra-European Exchange Programme in 1950. The European countries took great advantage of this scheme which gave opportunity for participation to several categories of social workers. Workers and administrators of social services, directors and staff members of institutions, faculty members and students of schools of social work covered a wide variety of topics, such as child and family welfare, prevention and treatment of delinquency, industrial welfare, welfare labour legislation, housing, and teaching and supervision of social casework. The financing of such a programme by recipient countries was more easily accomplished by governments than programmes for study overseas, and wider opportunity provided for national participation than would otherwise have been possible.

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1 "Social defence" is a term used in United Nations documents instead of "corrections" or "care and rehabilitation of juvenile delinquents and adult offenders".

2 See Appendix G, Table I.
In determining the allocation of funds for fellowships, account has to be taken not only of the volume of applications received, but of the needs of the various countries and their capacity to utilize fellowships. The United Nations policy includes conditions under which awards are made, and it is the responsibility of the Secretariat to inform the governments about conditions and procedures. This is done by correspondence and by the distribution of a brochure describing the fellowships programme under the Technical Assistance Administration in the field of social welfare.\(^1\)

The Social Commission outlined the qualifications necessary for applicants.\(^2\) Age limits were determined as between 25 - 55. This enables them to have some experience, as well as to be able to make a contribution to their country for future years to come. Good health and linguistic ability also seemed to be important. The applicant for a fellowship is expected to have suitable training and experience in his field, and to be employed in a senior position by his government or by a recognized welfare organization.

To enable the recipient countries to outline a plan most suitable to the candidate's field of study, the submission of a

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500-word statement is required, outlining the proposed field of study and indicating its practical use upon the Fellow's return to his home country. These measures were taken for two main reasons, the first and most pervasive being that technical assistance should bring the highest possible returns and benefit to the country, which can only be done if a suitable programme is designed. The second was recognition of the danger that unqualified candidates, despite their efforts and those of the host country, would be likely to return home with a feeling of inferiority and frustration, which, in addition to being detrimental to the Technical Assistance Programme, would undermine the efforts being made towards better international understanding.

Some governments found it useful to establish a selection committee in charge of recruiting and selecting candidates. However, others have encountered difficulties in producing a well integrated plan, simultaneously with their requests. In order to assist them, experts and resident representatives working with the governments, have been successfully utilized to assist governments in formulating integrated and purposeful plans. For example, it was no coincidence that, in 1951, after the mission of the United Nations Social Welfare Adviser to Japan was completed along with other local programmes, two observation fellowships were granted to two high-ranking Japanese welfare officials, permitting them to study child welfare in Canada and institutional services in the United Kingdom and Norway.¹ Advisers have also assisted governments at later steps, when applications had to be sorted and

candidates selected for submission to the United Nations. Such nominations are submitted in triplicate to the Secretary-General, on the United Nations forms sent to all governments. Every applicable question in the nominating form must be answered with special reference to the work and experience of the candidate. Although there is no limit to the number of nominations, the Secretary-General reserves the final decision on the number of awards to be granted.  

Governments were also requested by the Technical Assistance Administration to state the priorities among the welfare fields according to the prevalent need of their countries. The practice in selecting has, however, become quite flexible because in some countries the administration of welfare differs greatly from others, and the classification presented by the Technical Assistance Administration was not suitable for the prevailing standards. In view of these differences, practical rather than theoretical considerations were the basis of decisions. However, preference is given to those requests for fellowships and scholarships which are related to the work of experts or to other forms of technical assistance provided in the country.

As was mentioned before, the necessity of establishing a liaison between the recipient country and the United Nations has become apparent. There is no set method of establishing these supervisory and organizing bodies. However, it is necessary in all cases that the fellowships be well integrated and planned within the total programme for development.

1 Secretary-General's Report. E/1893, pp.54-58.
At the beginning stages of the programme, countries selected for observation were the most developed ones. Later experience showed that sometimes it was more beneficial if different levels of development were utilized for observation. Therefore, also the less advanced countries were playing host to Fellows and scholars. Their participation provided for a better comparison and the cultural similarities enabled the Fellows to profit to a much greater extent from the period of observation. The United Nations provided a wide choice to the recipient governments, thereby enabling them to state their preference for the country of observation. In some cases, however, the United Nations found it necessary to suggest an alternative. These suggestions are practical and reasonable, and would be acceptable to most candidates, although it is important that the reason for such a change be explained and fully understood by the participants.

The selection of suitable applicants has been a concern of the Technical Assistance Administration and of the requesting governments.

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2 The following governments have offered facilities for training and study for UN Fellows and scholars: Australia, Austria, Belgium, Brazil, Canada, Ceylon, Chile, Colombia, Costa Rica, Czechoslovakia, Denmark, Egypt, El Salvador, Italy, Japan, Lebanon, Luxembourg, Mexico, the Netherlands, New Zealand, Norway, Pakistan, Philippines, Sweden, Switzerland, Turkey, the United Kingdom (including Fiji, Jamaica, Malta and the Anglo-Egyptian Sudan), the United States (including Puerto Rico), Uruguay and Venezuela. (UN TAA, Programme of Fellowships and Scholarships for 1954. p.5.)
governments. The problem arising out of selection necessitated improvement in the methods, in order to use the facilities of assistance to the greatest advantage. One problem, that of the time element, often involved delay in decisions and put the candidate into a position where he did not have sufficient time to prepare his leave, hand over duties and to acquire sufficient knowledge about the country of observation. In some cases such obstacles led to the refusal of the fellowship. Consequently, nominating governments have been approached to confirm the dates when candidates can be released for study abroad, in order to keep postponement and cancellation at a minimum.

The selection of candidates by the recipient governments has been done by different methods. Some appointed Fellows from their administrative and employed personnel, e.g., a child welfare consultant from the Philippines who came to Canada in 1953 to study child welfare services, was appointed to participate in the programme. Others gave wide publicity to the matter and invited applications throughout the welfare field. This has been the practice in awarding scholarships where academic ability as well as social work experience are determining factors. Selection in every case has been found to be based solely on the welfare needs, incorporated in a plan for welfare services.

The guiding principles in awarding applicants are their qualifications. They are chosen on the basis of merit and according to the contribution they can make to the development and improvement of their country's welfare services.

An important fellowships experiment was started in
Yugoslavia, where the team approach was used in awarding social welfare fellowships. It was used in connection with a demonstration project where social workers' activities were closely related to those of other professions. Through the joint award, the members of the team were enabled to gain better insight into their own and the other professions' contributions and areas of responsibility within a specialized scheme. In 1951, upon the recommendation of Dr. Henry H. Kessler, United Nations expert, a "Rehabilitation Team" of eight professional persons was composed: one doctor, a nurse, a social worker, a vocational guidance expert, a physical therapist, a teacher, a psychologist and a prosthetics technician. The fellowships enabled them to tour and observe similar activities in the United States and thereafter in the United Kingdom, and upon their return to Yugoslavia, they have become leading members of the rehabilitation demonstration centre where they combined and co-ordinated their efforts in helping the seriously handicapped to a useful life.¹

The method of fellowships in this case differed from those mentioned previously. Whereas ordinarily fellowships are awarded to experts who have already had experience in the field of observation, the Yugoslav team was studying methods which they were going to implement upon their return to their country, utilized in a pioneer welfare project. In addition, this welfare fellowship was provided not only to social workers but also to allied professions, where the overall welfare aspect of the functioning team, rather than the single aspect of social work was

¹ United Nations Technical Assistance Administration, Fortnightly Bulletin. (March 1951) pp.4-5, and (August 1951) p.11.
emphasized.

Selection of Fellows by the United Nations was done in consultation with the Division of Social Welfare, with due consideration to the needs of the applicant and his country, and to the resources available in host countries. There were only few rejections of candidates. The awarding of some fellowships had to be postponed on account of technical and budgetary difficulties, but these could be considered in the subsequent year if the government so desired. Reasons for rejection were lack of experience and training, or if it was found that the applicant's field was not closely related to social welfare. Regardless of the reason for rejection, it is important that it should be made clear by the Technical Assistance Administration, in order to help recipient governments to avoid similar mistakes in preliminary selection.

After the Secretary-General has awarded the fellowship, and satisfactory placement arrangements have been completed, the nominating government received a formal notice of the award.¹

The Secretariat attaches great importance to the preparation of the Fellow to be undertaken in his own country, prior to his fellowship and departure. In order to provide such an

¹ The award contains basic information with regard to each fellowship or scholarship, and states in particular:
(a) Field and country of study; duration of study;
(b) Person or agency in host country who is to supervise the study and to whom the Fellow will report;
(c) Date of departure from the home country;
(d) Departure arrangements (passports, visas, medical examination, inoculation, etc.);
(e) Travel arrangements;
(f) Financial arrangements;
(g) Arrangements for return journey.
opportunity, notices of awards should be sent several months in advance. Orientation includes improvement in the fluency of the language, and familiarity with social, cultural and other aspects of the host country.

In order that the Fellows should be able to gain the greatest benefit from their observations and studies, orientation includes three main stages:

1. **Prior to departure**, printed material is disseminated about the welfare activities of different countries, as well as about their social and cultural atmosphere. These help the candidates to get some idea about the country in which they are going to spend considerable time. Resident representatives and experts from these countries can also be of help in briefing the candidate prior to his departure.

2. **Orientation at UN headquarters** is the second stage of briefing. Prior to leaving for their destination, all candidates are requested to pass through the United Nations headquarters. Here they become thoroughly acquainted with the process and programme of technical assistance, with special reference to advisory social welfare services. At the headquarters the Fellows receive the specific conditions of the fellowships, which include participation in their individual programmes of observation, reporting and other personal obligations.¹

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¹ The formal obligations undertaken by Fellows and scholars, in accepting the award, are the following:

(a) To conduct himself at all times in a manner compatible with his responsibility as a holder of a UN fellowship or scholarship;

(b) To proceed in accordance with the instructions set out in his notice of award;
3. **Orientation in the host country** is the third step of preparations. In some countries special lectures and tours are organized for groups of Fellows, in others they are briefed individually. The most important aspect of orientation is the cultural and social differences and similarities of the countries, and the aim is to help the Fellow to adjust to these different conditions, thereby enabling him to see more clearly which methods and activities would be helpful in terms of his own country's needs.

Governments in the countries of observation established agencies responsible for the planning and supervision of the fellowship programme. These programmes of observation are planned to permit Fellows to study the operation of welfare services and to learn something of the principles underlying them and of the conditions which have influenced their development. This is achieved by discussions with responsible officials and by participation in short courses, seminars and conferences.

Whatever the observation programme, it should be construed with a focus upon the needs and resources of the Fellow's home country. To this end, a copy of their background and conditions of their country's development plan is forwarded to the host country,

(c) To spend full time during the period of the award in the study programme as directed by the supervising agency in the country of study and by the United Nations;
(d) To refrain from engaging in political, commercial or any activities other than those covered by his work programme during the period of the award;
(e) To submit reports as indicated;
(f) To return to his home country at the end of the fellowship or scholarship;
(g) To provide all emergency expenses, such as medical, dental and optical care."

E/1893, p.66.
although in most cases detailed planning is deferred until the ar­
ival of the Fellows. If, however, their goals and interests have
been clearly stated previously, preliminary planning can be more
defined and accurate.

Planning, after the arrival of the Fellow, is a co-operative process in which the responsible agency or individual super­
visor and the Fellow can make a selection of the available resour­
ces.

It is important that the observation programme should be
kept as flexible as possible, in order to enable the Fellow to ob­
serve institutions and activities which may not have been included
in the original plan, but which, through his observations, may be
found helpful. The programme should be developed with regard to
the needs, background and ability of the Fellow. Aspects of indi­
vidual differences, national and cultural background, as well as dif­
ference in experience are determining factors as to how much the
Fellow will benefit from the programme. If, on the other hand, it
is found that several Fellows, arriving simultaneously to the coun­
try, have similar interests and ability, in some cases joint pro­
grammes, group observations and discussions can be useful.

As a part of the technical assistance programme, conduc­
ted in the Philippines, several social welfare fellowships were
awarded in 1953. One of these Fellows, a child welfare consul­
tant, is also a lecturer in casework and child-care.¹ The pro­
grame of observation for this Fellow was arranged with her by
the Social Welfare Panel of the Technical Co-operation Division of

¹ Interviewed by the writer.
the Department of Trade and Commerce in Ottawa, and, amongst others, it included visits to schools of social work, and to child welfare agencies.

During the interview she explained that she had greatly benefitted from her observations in understanding Canadian welfare programmes and their development. But she also emphasized how welfare problems differ in the Philippines from those in Canada, because of the different cultural milieu. Accordingly, protection of children through placement in adopting and foster homes, as performed by children's aid societies in Canada, is not a prevalent need in her country because responsibility for the child is traditionally transferred to the relatives if the parent is unable to give adequate care. The welfare and status of the child within the family, is also traditionally established, and neglect or abuse is non-existent. However, there is a great need in the whole country to establish and improve overall measures for the improvement of general health (physical and mental) and welfare (education, recreation, etc.) measures for children which, like the retarded economic development, are in their primary stages. From this point of view, it may have been more helpful to her if her placement for observation had been in a country which was socially and culturally more similar to her own. This experience, however, was given to her at a regional conference, prior to her visit to Canada.

As a teacher at the school of social work and nursing, it was more important for this Fellow to improve her methods of teaching and administration of social work while in Canada. She
was planning to implement these techniques upon her return to the Philippines. Her flexible programme also allowed her to add to her itinerary a visit to the Provincial Mental Hospital where she observed a session of the recently introduced weekly group supervision sessions of social work students who have been there on field-placement. The Fellow found the seminar helpful from two aspects: (1) in observing the use of group dynamics in training casework students, and (2) in acquainting herself with the problems of social workers in a psychiatric setting (the subject of the group discussion).

Social contacts and positive relationships have important bearing on the success of the Fellow's visit. Helpful and understanding supervision, together with the opportunity to make professional contacts can make contributions which have important subjective value to the Fellow and to his work upon return to his country.

The expenses of fellowships and scholarships can be broadly divided into two groups: (1) expenses occurring in the recipient country, (2) expenses involved in the host country.

According to arrangements between the United Nations and the recipient government, the latter is expected to bear at least those costs that can be met in local currency, such as incidentals, medical examinations and travel within the boundaries of the country. Some governments also assume responsibility for total travelling costs, but if they are unable to do so, these are covered by the United Nations.
The Technical Assistance Administration provides (i) a monthly living allowance which is intended to cover normal living expenses, and varies from one country of observation to another, according to the cost of living; (ii) essential travel within the host country, up to a limit which will be determined for each country of observation; (iii) a limited amount for the purchase of indispensable technical publications; and (iv) tuition and related fees for scholarship holders.

In view of the difficulties the recipient countries encountered in meeting their share of financial contributions, the Technical Assistance Committee of the Economic and Social Council is considering the replacement of the recipient country's participation in the cost of travel expenses by a lump sum contribution in local currency, but (1954) no decision has yet been taken on this subject.

There are different financial arrangements concerning the Fellow's salary during his absence. In some cases this is fully provided, whereas others provide a living allowance to family members only. Again, in other cases, the Fellow's absence is considered as a leave of absence with no financial provisions. Since governments did not indicate otherwise, presumably the Fellows and their governments have come to satisfactory arrangements in this regard.

In case a Fellow or scholar interrupts his training, either on his own initiative, or at the request of his government, the recipient country may be requested to reimburse a part, or all of the expenses incurred by the United Nations. The same may be
the case if the Fellow or scholar fails to return to his home country after the completion of his studies abroad.

Reports from Fellows and scholars play an important role in assessing the usefulness of the programme and in evaluating the contribution of the experience of Fellows and scholars to the economic and social development of their countries.

The most important source of information is the one received from the Fellow himself. Reports are written in six copies, one of which is retained by the Fellow, three are forwarded to the United Nations, one to the host country and one to the recipient government. The methods of reporting have changed from a detailed process-recording of activities to a self evaluation. Among the types of reports which are generally requested, are the following:

(1) Monthly summaries of activities, and nature of studies;

(2) A full report from each Fellow or scholar at the end of his programme of study.

These are to throw light on the effectiveness of his visit and observations, whether he has found areas of interest, and to what extent he thinks that he will be able to utilize his observations upon his return to his country.

Although there is an outline given to each Fellow¹ which is to be used in the preparation of the report, it may be abandoned

¹ See Appendix H.
if it is found to be too rigid and limiting in presenting the report. Fellows and scholars are also asked to discuss their findings with their supervisors and, upon their return, with the United Nations officials. Such individual suggestions may be utilized for further modifications and improvements in conducting future programmes.

(3) The most important aspect of reporting and evaluating is the follow-up study. Fellows and scholars are requested to inform the United Nations and their governments, from time to time, to what extent they have been able to utilize their experiences acquired abroad. These reports help the Administration to improve their selection and planning procedures, as well as to evaluate the extent of technical assistance and measure its achievements.

Social Welfare Experts

The basic procedures in providing social welfare experts services are similar to those of the fellowship programme. By its nature, expert service is the opposite parallel to fellowships. In this programme, individuals, who are already experienced in social welfare, are delegated by the United Nations from the host country to share their knowledge with the recipient country. The basic assumption governing this service is also that no country, or group of countries, has the monopoly of social "know-how".

The role of experts is mainly advisory. In such a capacity they have to take into consideration not only the purely technical aspects of their mission, but also the cultural, economic
and social background of the recipient country.

The greatest number of experts nominated in any single year (24) was during 1947. This was the first year of operations after UNRRA terminated its activities. The year 1948-49 formed a transitional period from emergency programmes to more normal type of operations and therefore there was a decline in the number of social welfare experts engaged in the programme. After this time, however, expert services show a steady increase.¹

The duration of expert missions usually did not exceed nine months. Upon governments' request this could be extended, but some difficulties arose because of the expert's obligations to return to his original position in his country. However, if the expert's assignment was of a specified nature, in most cases a three to five-month period was sufficient for its completion.

The time element depends largely on the nature of the expert's mission. According to their duration, expert missions can be of two types:

(1) Lasting from a minimum of several weeks to a maximum of six months. Experts on these missions carry out a well defined and highly specialized assignment, such as particular social welfare activities and specific forms of social assistance, which do not necessitate any investigation or period of adaptation, and which enable the expert to give his advice in a short time.

(2) Missions of longer duration are closely linked with the cultural, social and economic structure of the recipient coun-

¹ See Appendix G, Table VI.
try, which require that, before the expert is in a position to give advice, he familiarize himself with the existing conditions in the country. Although the second type of mission is less technical in character, it is broader in scope.

According to the task the expert is expected to complete, the services can be classified under three groups:

(A) **Survey Missions**, which usually consist of a team of experts who assess the different aspects of welfare needs and make recommendations regarding the provision of individual experts, fellowships and equipment, to assist existing welfare programmes, or with a view to the establishment of demonstration centres. Such a team was sent to survey needs in the area of rehabilitation of the physically handicapped in the Latin American countries. The team, composed of social welfare and medical experts, sponsored by the United Nations and the World Health Organization, reviewed the basic medical and social welfare facilities of Mexico, Brazil, Bolivia, Paraguay and Chile, and, after an eight weeks' survey, made recommendations to the governments concerning the most suitable establishment of a rehabilitation centre for the physically handicapped.  

Similar missions were sent by the United Nations and its specialized agencies to Asia, the Far and Middle East, to review selected community development projects. According to the policies, these groups of experts leave the country as soon as their survey is completed and their recommendations are made.

(B) **Social Welfare Consultants and Advisers** are assigned
to one particular country, although they may make short visits to neighbouring areas. They are to consult the government on the development of specialized social welfare activities, on the formulation of social policies and on special aspects of social welfare administration. They usually advise heads of governments, but may also engage in demonstration and supervision of specific social work methods. So far, consultants were mainly used for informal training, i.e., working with local experts. Such practical and informal training of workers already in the field is very important especially where there is a lack of professionally trained personnel. Fellowships and scholarships are indispensable in such cases in order to buttress long-term planning of welfare services.

The basic methods of training used by social welfare consultants were seminars, conferences, in-service training and orientation courses, with special attention to new techniques introduced by the consultants, and demonstration projects, such as training centres and the establishment of schools of social work. ¹

Marion Dix of the United Nations Information Centre in India has described the areas covered by United Nations social welfare advisers in China, which was the first country to benefit from the social welfare advisory services. ² The components of

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this programme were the following:

(a) Minimum standards for the improvement of homes for children, for the aged and for the disabled;

(b) Minimum standards of emergency relief services, such as mass feeding, temporary shelter, refugee camps, distribution of relief supplies, cash loans, etc.;

(c) Minimum standards for the improvement of children's diet in institutions;

(d) Standards of registration and supervision of relief and welfare agencies and institutions;

(e) Vocational training of needy adolescent youth;

(f) Rehabilitation of disabled adults and of handicapped children;

(g) Child welfare demonstration centres with special attention both to better care of children and to assisting mothers to work to supplement family income.

Similarly, Miss Aileen M. Davidson, a leading welfare worker of the Australian Red Cross, has acted as social welfare adviser to a Maternal and Child Health Demonstration Centre in Bangkok, Thailand. She gave assistance in establishing standards of maternal and child health through lectures on basic concepts of social work, medical social work and community organization.¹

(C) Social Welfare Resident Representatives are assigned to regions in which there is a need for long-term, multilateral action. They are available as welfare consultants to the regional representatives of the Technical Assistance Administration and of the Technical Assistance Board. They also assist governments

on welfare problems and in preparing requests to the Technical Assistance Administration. They help in the selection of candidates for fellowships and scholarships and give interpretation of United Nations policies.

It is also their duty to co-ordinate the programmes of the UNICEF and WHO in their joint activities, mainly in the area of child welfare, and they are also expected to help new experts to gain and provide assistance and guidance in the manner most likely to lead to effective results. Such resident social welfare representatives were sent to four main regions of activities: Europe, the Far East, Latin America and the Middle East.¹

No attempt has been made by the Secretariat to appoint professional experts who would be permanently attached to the United Nations. Instead, experts are hired according to governments' requests. If their mission is of long duration, it seems to be more advantageous for the recipient governments to engage the services of an expert in the selection of whom the United Nations could help the recipient government.

After the needs of war-stricken areas were met, the expert missions focused on under-developed areas. There was a decline in the participation of European countries, and their place was occupied by the Far and Middle East and Latin America.²

Similar to fellowships, in the experts' fields of assignment priority was given to social welfare administration,

² See Appendix G, Table V.
community, family and child welfare, and rehabilitation of the handicapped. Progressively, as the fields became more diversified, social defence, housing and town and country planning have been added. This diversification has partly resulted from the necessity of meeting increasing needs in less developed regions.¹

Parallel with the fellow-exchange programme in Europe, arrangements were made for short-term assignments of experts. This was largely facilitated by the common nature of problems in the area of social welfare development. The scheme was based on regional co-operation and promoted mutual assistance programmes.

Within the European programme, up to 1952, eleven experts were made available by their governments to requesting countries in the fields of youth and child welfare, occupational therapy, social casework, and in-service training. They were recruited from Austria (three experts), the Netherlands (three experts) and from the United Kingdom (five experts), and they served in Finland (three experts), France (four experts) and Switzerland (four experts).

This programme, introduced by the European office, facilitated to the highest possible degree the exchange of ideas and techniques. It constituted an effective and inexpensive means of integrating international and regional action, which could be applied and extended to other regions as well.²

Requests for the services of social welfare advisers

1 See Appendix G, Table II.
have been dealt with on the basis of certain fundamental criteria, such as the nature of the request and its justification, the availability of competent personnel to render the services required, the extent to which the requesting government was able to contribute to the expenses which can be met in local currency, and the extent to which similar assistance has been furnished by the United Nations to the same government previously. However, no rigid rule has been laid down concerning how much help was to be granted to a country, and the United Nations made every attempt to meet all requests.

The method of sending experts to make preliminary surveys proved successful and has often resulted in a better understanding of the nature of requests, since, in such instances, experts were able to advise governments in planning social welfare services. This was even more necessary as requests of governments, normally received through their delegation to the United Nations, were in some cases delayed, or involved misunderstandings when government officials did not possess the necessary technical background or the terminology. Expressions such as "social welfare", "policy making", "rehabilitation", had different meanings in different countries. To avoid such misconceptions, the Social Commission recommended the publishing of a glossary in English, French and Spanish, listing social welfare terms and drawing attention to the different meanings which might be attached to them in different countries using the same language. This publication has been useful to Fellows and scholars, as well as to participants at seminars and conferences.  

Arrangements have been made between the United Nations and the recipient countries whereby expenses incurred in the administration and supervision of the programme (such as the payment of experts' salaries and their travel expenses) would be met by the United Nations, if the recipient country was unable to do so in local currency. However, the recipient government was expected to meet local expenses, such as providing office accommodation, secretarial assistance, travel within the country, and *per diem* or subsistence allowance. There have, however, been some difficulties encountered in the local administration of the expert programme. In some cases the government was unable to meet all expenses, in which case the United Nations subsidized them; in others, interpreters and secretarial staff were not always available.

Experts in social welfare are selected from various countries. Although the Social Commission of the Economic and Social Council stressed that they should be highly qualified, it is more important that their experience and culture should be related to those of the recipient countries. The social welfare adviser should be familiar with social problems in recipient countries and should have ability to work with local personnel. Although, basically, social work methods and techniques are generic and applicable to all fields of social welfare, it is important that the social welfare adviser have thorough experience in the area in which he is to consult with the government or welfare agencies. But, in addition to being an expert, he must be a good practitioner who, providing good advisory services and demonstrating methods, is also able to establish a positive working relation-
ship with all ranks of social workers.

The Social Welfare Division of the Department of Social Affairs compiled a roster of experts from different countries and made it available to governments requesting such assistance. The roster took into account the experts' experience as well as their language qualifications. However, this method did not always prove to be applicable because it had to be re-adjusted and revised too frequently. The practice at the present time is that the United Nations, upon the request of governments, consults the responsible agencies of different countries, which in turn provide a list of suggestions which are then communicated to the requesting government.¹ The latter is free to choose, accept or reject nominations. Their choice is often directed towards those welfare advisers who have worked in countries under the UNRRA, and therefore did not require additional period of adjustment, and, who were familiar with the economic and social conditions of the country.

There is little emphasis on the orientation of experts prior to their departure from their home country. It is evident, however, that it would help experts if they were to acquaint themselves with the special literature on the area or the problems in the country of their assignments. Contributions of experts in sociology, anthropology, economics and diplomacy would provide valuable assistance to social welfare advisers and it would be helpful if these could be made available to social welfare experts

¹ See Appendix I (copy of the application form for recruiting experts used by the Social Welfare Panel of the International Technical Co-operation Division, Department of Trade and Commerce, Ottawa.)
prior to their departure.

The major part of orientation and briefing is done at the United Nations headquarters, where the expert's mission is made clear and is finalized. A brief period is devoted to the understanding of administrative procedures, and of the work of present and past missions. The experts are also asked to consult the specialized agencies who have been active in his field. In cases where the experts are unable to come to the headquarters, briefing is done through correspondence.

The final stage of orientation is upon the expert's arrival in the recipient country. Since the United Nations headquarters may not be familiar with the recent economic and social developments of the country, the regional social welfare advisers are helpful in bringing experts up to date.

Experience showed that the more the expert knew about the country of his assignment, the better was his understanding of the prevalent welfare problems, and the more profound the assistance he could offer. Briefing at the headquarters had been lacking in an organized programme of orientation and was based mainly on individual interviews with various staff members. This was mainly due to difficulties which under-staffing and multiplicity of demands on staff made in the organization and administration of the different departments. The Technical Assistance Administration, however, made a real effort to iron out these difficulties. To this end, an Inter-Departmental Working Group was set up in 1951, which pooled the recommendations and opinions of experts and Fellows who had participated in the programme. Their
suggestions were concerned with, among others, planned orientation periods, the appointment of a specific staff member to be responsible for the supervision of the expert or Fellow's orientation, and a compilation of a divisional manual outlining historic growth, purposes, functions, programmes, divisional and departmental organization and programme, policies and services, and field procedures. The United Nations documents and interviews with participants did not indicate that these recommendations have been followed up. However, the Secretariat compiled reference lists of printed material, and provided study kits encompassing economic and social analyses of different under-developed areas which also indicate how far these countries have been able to adapt Western methods. As soon as the social welfare adviser is able to gauge the latter, he will know to a degree the social welfare problems facing the urban population; the degree to which there has or has not been land reform, for instance, will be indicative of the social welfare problems facing rural communities. Such a survey has been completed under the title "Report on the World Social Situation", with special reference to under-developed areas, as mentioned in the previous chapter.

As in the fellowship programme, experts are requested to provide the United Nations with monthly and final comprehensive reports. Monthly reports contain information on relations with governments, facilities afforded and difficulties encountered. They also include a progress report and a description of techniques which were employed in carrying out advisory services.

The final report covers substantial aspects of the work,
the expert's views and advice on problems of his mission, and his own evaluation of his accomplishments. Recommendations made by the advisers are sent to the recipient governments, as well as to the Technical Assistance Administration and to the affiliated agencies.

The evaluation of the services of social welfare advisers is a task which can only be done in co-operation with recipient governments. Comprehensive follow-up studies, after a period of time, are essential to assess how this contribution affected social conditions of individuals and communities. A study of this nature was completed in 1951, but its findings are not available.

Reports and documents of the United Nations indicate that scholarships, fellowships and expert advice have so far formed the core of the programme of advisory social welfare services. The reason for this is likely that these methods were the most feasible and could best be utilized in the endeavour to improve social welfare programmes, formulate policies and provide professional personnel to implement the plans.

Expert advice, scholarships and fellowships introduced a new method in international welfare. Their contributions have been essential and were most successfully utilized in an attempt to raise living standards and enable under-developed countries to used advanced experience.

In most under-developed countries, the lack of schools of social work and the absence of qualified social work instructors was a serious impediment to the improvement of social welfare.
To fill such a gap requires considerable time, especially as all aspects of living of a community have to be encountered before training facilities can be established. The social worker's role, in every community, is to meet prevalent needs. The needs therefore control the curriculum which is to prepare the worker for his task. The United Nations has been assisting governments in planning and setting up schools of social work. Preliminary studies to this end required several months or years, meanwhile there was a need for trained workers, who would eventually share their knowledge in the schools and who would provide social services. The advisory social welfare services, by providing fellowships, scholarships and expert advice, met this demand to a certain extent. But the necessity for such training still prevails, even though the programme met the immediate needs. In order, however, to implement integrated programmes of social welfare, the recipient countries will have to continue training on the national level, because only far-sighted and comprehensive social work education can provide service, adequate to reach all classes of the nation.
In addition to the formal training of individual social workers, the programme of advisory social welfare services also adopted methods which have been applied to social work previously. Seminars and conferences have been used in social work nationally and internationally and also in formal education in schools of social work. Their significance is the value of inter-change of ideas, discussion of common problems and developments in technique and methods. In the technical assistance programmes these aspects have been essential, but in addition seminars and conferences have been used for the purposes of regional planning of welfare programmes. The emphasis on the governments' responsibility for developmental planning as a prerequisite to technical assistance showed its effect by bringing neighbouring governments together not only in better mutual understanding but also in joint responsibilities.

Seminars and Conferences

Under the policies and procedures laid down by the Social Commission in 1950, the purpose of a seminar is to provide an opportunity during a period of two to three weeks to specialists and persons from participating countries, who are responsible for policy-making, planning of programmes, or directing operations
in social welfare to (a) discuss among themselves, under the leadership of a United Nations social welfare expert, the most recent technical developments in their specialized fields, (b) compare methods of solving social problems involved in these developments, and (c) develop the findings of such comparative studies with a view to promoting social progress.

Seminars can be held in areas where social problems are similar, or among groups of nations with a common cultural background. They can be of greatest advantage if they are conducted on a regional basis, allowing maximum participation.

Under the programme, the United Nations authorized three categories of seminars: (1) Regional meetings, administered first by the Department of Social Affairs and, later, by the Technical Assistance Administration; (2) Seminars in Europe, under the European Exchange Plan, organized by the European Regional Office of the Technical Assistance Administration; and (3) Conferences, organized by a government or a group of governments with the assistance of the Technical Assistance Administration.

The seminars show a trend in the direction of more intimate exchange of views between persons on the same technical level, with a focus of attention on specific subjects. They have also been utilized in disseminating professional literature and evaluating and promoting training of workers from less developed areas.¹

In administering such programmes, the requesting governments and welfare officials are asked to draw up a tentative pro-

¹ See Appendix G, Table VII.
gramme, suggest topics for lectures and submit them to the Technical Assistance Administration for approval. Thereafter, the organization and administration is the responsibility of the host country, while lecturers and experts for the seminars are selected by the United Nations on the spot, or often from neighbouring countries. Since the administrative process is left to the initiating government, or governments, this encourages neighbouring countries to assist each other.

A seminar of great significance in European welfare programmes was held in Copenhagen on alcoholism, upon the initiative of the Danish Government, in November 1951. The United Nations and the WHO co-operated in the organization, and brought together experts concerned with alcoholism as a public health and welfare problem. The participants were experts in a variety of technical fields, such as sociology, social work, family care, welfare administration, criminology, penology, law enforcement and alcoholic beverage control. They came from Austria, Belgium, Finland, France, Norway, Sweden, Switzerland, West Germany and Yugoslavia and were awarded fellowships by the WHO.¹

The European Seminar on Social Questions, held in Paris, in November 1949, had far reaching effects in developing further projects and integrating internationally accepted techniques into national policies. At the time of this seminar, the Italian Government had been engaged in bringing about legislative measures to curb juvenile delinquency. The Minister of Justice of this

country, who has attended the Paris seminar, initiated the organizing of a similar project on juvenile delinquency in Italy. The Secretary-General chose from various other countries five experts specializing in juvenile delinquency, to lecture and discuss and, thus, give the members of the seminar the benefit of their experience.

The Seminar was held in Rome in 1950. It was an interesting and original experiment which gave an opportunity to all responsible personnel in the prevention and treatment of young offenders to share their knowledge and discuss the best methods that could be applied in Italy, and that could help personnel to perform its duties.

Another seminar developed out of this trend. This was held in Brussels, in December 1951, upon the initiative of the Government of Belgium, with the co-operation of the WHO. The seminar dealt with the "Medical, Psychiatric and Social Examination of Offenders". Eighty-three participants represented eighteen governments at the seminar. Each was asked to nominate a team of experts from among its members to represent the judicial, scientific and administrative aspects of the problem. The experts were assigned to corresponding workshops, the meetings of which formed the major part of the activities. Prior to the seminar, publications were distributed and each participating country supplied a comprehensive report on its methods of dealing with offenders. In this way nineteen reports were circulated in advance.

1 The participants came from the following countries: Austria, Belgium, Denmark, Finland, Greece, Germany, Israel, Italy, Luxembourg, the Netherlands, Norway, Portugal, Sweden, Switzerland, Turkey, the United Kingdom and Yugoslavia.
The findings and recommendations of the seminar were distributed to all participating and non-participating countries.  

Following the Brussels Seminar, a further institute followed which dealt with Probation, in London (1952). The United Nations made available the services of eight experts and four faculty members, in addition to those who were in charge of organizing the seminar. The sixteen participating governments were represented by judiciary and correctional administrators and social workers. The purpose of the seminar was to exchange information and views on the practice of, and training for, probation, including criteria for eligibility for casework services, selection and training of personnel, and the observation of administrative and treatment procedures in the United Kingdom, including the preparation of social histories, methods of supervision, recording and utilizing auxiliary social services.

Seminars under the European Exchange Plan represent an interesting variation of the group method. Their distinctive features are mainly in their administration. The host country, in which the seminar is held, provides hospitality and conference facilities free of charge for the participants. For this contribution reciprocal visits of its own personnel to other participating countries are the compensation, at a later date. The return visits are valuable from several aspects. They extend and stimulate interchange of ideas and techniques in social welfare, and they also stimulate international co-operation, bringing

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1 E/2209, p.71.

together governments and representatives of different nations.

Up to the year 1953, there have been four seminars, all studying social work training and offering workshops and courses for professional personnel. This contribution was especially valuable in Europe where in continental countries casework techniques have not been developed to any great extent. The techniques which were thus developed marked the beginning of the planning for courses in social work training. Through acquiring the principles and methods of social casework, and discussing their relationships to social work practices, these seminars could be further utilized in professional training and practice.

The first two of these seminars were held in Geneva, Switzerland, in 1950 and 1951. The workers were selected according to their knowledge of a common language, which was French for the Seminar in 1950, and English in 1951. The seminars were organized by the United Nations, in co-operation with the Swiss Government, the Aide Suisse à l'Europe, and the Geneva School of Social Studies. The main topics of discussion were significant in the development of professional training. These dealt with the social worker's responsibility in his relationship with those whom he helps, techniques in interviewing, teamwork in social casework, use of community resources, and the role of the supervisor of social welfare agencies in the training of their staff.¹

A seminar on foster-home care of children was held in Oslo, in July, 1952, organized by the United Nations, the Norwegian Minister of Social Affairs and the Municipality of Oslo.

¹ Ibid.
The thirty-eight representatives of ten "Exchange Plan" countries studied and discussed foster-home care services in their countries. This comparative analysis of the diversity of needs and methods resulted in the improvement of services in child-placement.

Following this project, a seminar was held in Keerun, Finland, in August, 1952, for sixty-three English-speaking professional social workers, supervisors and administrators from thirteen "Exchange Plan" countries. It was organized by the United Nations Geneva Office in co-operation with the Finnish Minister of Social Affairs and the WHO, with an emphasis on general casework techniques and in-service training programmes.

Miss Marjorie J. Smith, Director of the School of Social Work, found that European workers were eager to learn from the North American experience, which revealed to them that not only were casework problems on this continent, analogous with those experienced by the European students, but many principles and concepts of casework were European in origin.

The seminar came to realize that, in order to be able to practise as a professional caseworker, three kinds of integrated knowledge and understanding are required: "first a thorough grounding in social sciences and in the knowledge of human behaviour, that is, a scientific base of knowledge about man and society; second, certain attitudes toward people and their needs and rights; and third, a set of skills including such things as interviewing techniques, the establishment of relationships, selection of material and recording, etc." 

1 Interviewed by the writer.
Her main conclusion, however, which is also a basic principle of technical assistance programmes is that "One of the most important lessons to be learned from such an experience as teaching professional casework in a different culture, is that one cannot merely teach techniques and expect them to be accepted and used in the same way as they have been developed in North America. Techniques in themselves can be dangerous and can be used to manipulate and control. Most important is to teach the attitudes, beliefs and philosophy upon which social work rests - the importance of the individual, acceptance of people as they are, helpfulness, no imposition of ideas or domination, the right of the person to self determination. If these attitudes and beliefs can be accepted and are traditional in the culture then technical skills can be easily taught and assimilated."

The programme of exchange of social work personnel, initiated by the Regional Office of the Department of Social Affairs, in Geneva, proved to be very successful. Although it was temporarily discontinued in Europe, plans were made to introduce the "Exchange of Fellows and Seminars" method in the Latin American regions, where, on account of cultural and economic similarities, such a programme could be used to the advantage of all participants.

Social welfare conferences are organized on a regional basis under the United Nations social welfare advisory services. The governing principle of this method is found in the belief that many social problems are regional and stem from indigenous conditions.
While series of conferences were organized in the Middle East, with the participation of the Arab States, the Regional Conference of Social Workers which had perhaps the most far-reaching results was one dealing with "Problems of Physically Handicapped Children and Rehabilitation Centres". This conference was held in Jamshedpur, India, in December 1950. Its programme included such topics as methods of care, treatment, training and education. It was organized upon the recommendation of Dr. J. P. Bulsara, Far Eastern Social Welfare Representative of the United Nations Technical Assistance Administration, and was initiated by the Minister of Education of the Government of India, who approached the Department of Social Affairs to assist in the organization. 1

After the United Nations' approval was obtained, invitations were sent to the governments of Afghanistan, Burma, Ceylon, Indonesia, Pakistan, the Philippines, Thailand and the United Kingdom Territories in South East Asia, each to send two specialists, or representatives to contribute data and papers on the subject. Five governments, those of Ceylon, Indonesia, India, the Philippines and Thailand agreed to participate.

For economic and publicity purposes, the conference was held at the same time and place as the 4th Annual Session of the Indian Conference of Social Work (Jamshedpur, 22-26 December, 1950). The organization of the conference was entrusted by the Technical Assistance Administration to the relevant body of the Indian Conference of Social Work, whereas expenses were assumed by the Government of India. Additional contributions were

1 Request No. F 3-9/50-D2 (9 August, 1950).
received from the UNESCO, ILO, WHO and the UNICEF, and published material was sent by other international organizations.

The participants were sixty-eight specialists: doctors, therapists, educationists, psychologists, psychiatrists, teachers, vocational guidance and training experts, and social workers. The task of the conference was to survey the nature and the extent of problems in rehabilitation, evaluate the steps already taken to meet the needs, and to prepare an "action-project" to systematize and organize treatment and rehabilitation of the physically handicapped.

The Jamshedpur Conference emphasized the importance of co-ordination between the medical, educational, employment and social services, and between these and the home and the community with a view to enabling the social integration of the handicapped child.

The recommendations of the conference dealt with the improvement of methods of rehabilitation, and further research to be undertaken by governmental organizations and by the representatives of the medical and allied professions. Those recommendations which required the immediate attention of the organizations were the following: ¹

"(a) Formulation of legislation to enforce


See also: E/1893, p.12, and Technical Assistance Administration Conference and Seminar Series No.1. ST/TAA/SER.C/2 (July 1951).
registration of the handicapped for statistical data;

(b) Establishment of services for early discovery, diagnosis and treatment;

(c) Promotion of general social welfare measures;

(d) Use of modern safety devices in industry;

(e) Training of specialists and their employment by institutions;

(f) Establishment of workshops to provide mechanical aid for the physically handicapped;

(g) Training of technicians to produce mechanical aid;

(h) Vocational training facilities for the physically handicapped;

(i) Public employment services for the handicapped;

(j) Establishing rehabilitation centres, wards and schools with modern equipment;

(k) Public education to change attitudes of public, family and employers;

(l) Co-ordination of all efforts for treatment and rehabilitation by the United Nations and its specialized agencies;

(m) Exploration of the possibility for a pilot project for training of personnel for treatment and rehabilitation, by the United Nations and the specialized agencies for countries and regions who request it."

The conference, the first of its kind in the Far East, was not an end in itself, but a means to an end. It facilitated valuable contacts, mutual exchange of views and of essential information. It clarified problems and aroused interest and enthusiasm. Its main purpose, however, can be served only when the participants themselves, and other co-workers in the fields utilize the results toward an intensive follow-up and formulation and execution of practical programmes of work.
Demonstration and Pilot Projects

Under the social welfare advisory services, provision was made for the United Nations to "organize and participate in projects for experimenting in, or demonstrating various phases of social welfare and, to provide the necessary tools and equipment in connection therewith."¹

The demonstration projects incorporate technical advice, advisory services to governments, seminars and the provision of fellowships and scholarships, since their basic aim is to establish centres where practice and academic teaching can be utilized in connection with prevalent social needs of a country or a region. The projects are implemented upon the request of governments, on the basis of the recommendations of welfare advisers, and of Fellows who had been observing similar activities abroad. They can be established to serve a specialized need, and to conduct research, or to provide opportunities for general training in social welfare.

The first such demonstration centre was established in Egypt, in 1951, upon the recommendation of the United Nations Welfare Adviser, who in this instance was Dr. Harry Cassidy, one of Canada's best known welfare educators and researchers. Upon the government's request, the United Nations assisted in setting up a demonstration centre for the social rehabilitation of the blind, a problem prevalent in all Arab States. This centre was to train Egyptian nationals, and also to serve as a demonstration

¹ United Nations General Assembly Resolution 418(V).
project at which nationals of the region could be introduced to modern methods of education, training and employment of the blind. Experts, fellowships and equipment for the project were provided by the United Nations and the International Labour Organization. The essential value of this project was in research activities on the causes and methods of the prevention and treatment of blindness, and in the services provided in medical treatment, education, vocational training, and placement for employment. A similar centre was established in Turkey, in 1952, under the programme of advisory social welfare services.¹

In connection with the Yugoslav fellowships programme, the government decided to set up a pilot demonstration centre to serve as a training ground to specialists in the rehabilitation of physically handicapped in Yugoslavia and in other parts of Europe. It was equipped to treat thirty-five resident patients and one hundred outpatients, to which the United Nations supplied equipment, and awarded fellowships for the team of eight experts. This was the first major rehabilitation centre under the sponsorship of the Technical Assistance Administration, opened in Belgrade, in October 1952.

Succeeding these projects, several similar centres have been established in other countries in Europe, in South America and in Asia. However, their development, compared with the programme of fellowships and expert services, or even with the seminar projects, has been much slower on account of technical difficulties which were encountered in the preparation of setting

¹ E/CN.5/289/Add.5. p.29.
See also: ST/TAA/SER.B/15 (October 1951). pp.3-4.
up demonstration centres. One such difficulty has been, for example, the necessity to train qualified personnel who would serve the programme.

Technical Information

In connection with the advisory social welfare services, the Social Commission of the Economic and Social Council expressed the view to the United Nations that a clearing-house for information in the social welfare field is of essential importance. This move broadened the function of the programme from two aspects. First, recognition was given to the importance of developing, centralizing and collecting information in different fields of social welfare, and, second, the accumulated material was made available to participants in United Nations programmes and to social welfare personnel in institutions. In addition to the establishment of regional technical information and reference centres, printed publications, films, demonstration equipment, special studies and periodic reports were also made available. The method of collecting and disseminating technical information had been used previously by numerous professions and international organizations. But it was for the first time in the field of social work that all professional literature was made available in a centralized and organized fashion. The fact that the United Nations, a worldwide organization, took this step underlines the awareness of the necessity to promote social welfare internationally.

Printed publications of the different social sciences have been accumulated and classified, together with studies on
child and family welfare, social services and social defence. These are all utilized in the advisory social welfare services. The series of Study Kits¹ on "Social Progress Through Social Action" provides a useful tool in community organization and development.

Films have proved to be especially useful as a means of visual education to social workers. The Geneva Office of the Social Welfare Division was the first to establish a film-library, consisting of 316 social welfare films for loan. This extensive collection is quite unique in number and in quality, surpassing any similar attempt of the past. Its items, demonstrating social work methods, have been extensively used by welfare institutions and schools of social work in Europe, and, following the European example, other regions have also adopted this technique.

A special project was undertaken in India, where, under the supervision of the United Nations, Dr. K. S. Mashkar, Technical Adviser and Honorary Secretary of the Bombay Mother's and Children's Welfare Society, initiated the production of four films concerning the role of the social welfare worker in India in the fields of maternity welfare, infant care, environmental welfare, and the rehabilitation of the physically handicapped children. This method of teaching solved a double problem in India: the need for social workers, and the lack of education facilities for rural welfare personnel. Since, in most rural areas, welfare workers lack the opportunity for formal education, they learn by imitation. The film is accompanied by a text of commentary and by large still photographs of the essential steps in

¹ "The United Nations Series on Community Organization and Development", published jointly by the UN and the UNESCO. ST/SCA/SER.O/...ST/TA/TA/SER.D/...
training. These films and exhibits are loaned free of charge to social welfare training centres, to public health nurses, health visitors, colleges and universities.¹

The use of films in teaching social work in India is especially significant because the services which are provided and the techniques used have to be complementary to the life and culture, as well as to the needs of the community. The role of the social worker in this country differs from the North American or European concept because it includes basic hygiene and medical services as well as the education of rural communities. In addition to fellowships and expert advice, which are important in the long run in the development of social welfare, these intermediary steps help those rural communities in which welfare standards are not yet comparable with the more advanced regions.

Demonstration equipment supplied under the programme has so far been restricted to prosthetic material for the rehabilitation of the physically handicapped, and has been provided for the use of demonstration and teach in rehabilitation centres in Yugoslavia, Israel, Egypt, Turkey and Guatemala.

The Geneva Office has, in addition to such equipment, included, as an essential tool in social work education, the use of case-records. In order to supply schools of social work in Europe with such material, similar schools in North America were requested to contribute from their current case-material to this new record library in Geneva. These files, adopted from

¹ "UN Social Welfare Services", India Journal of Social Work, IX, No.1 (June 1948), pp.77-78.
actual casework and group work practice give European students an opportunity to analyse and study the application of theory to practice.

Special studies on different aspects of social welfare have been conducted by the Social Commission in co-operation with the Social Welfare Division of the United Nations. These include texts of social welfare legislations of thirty-five countries, published and distributed year by year, showing changes that occur. In addition to family and child welfare and prevention of crime and treatment of offenders, these cover texts relating to international conventions on the suppression of prostitution and their rehabilitation, the rehabilitation of the handicapped, and the welfare of the aged.

In order to provide, firstly, governments, and, secondly, experts and United Nations Fellows with the best possible documentation, a report on "Methods of Social Welfare Administration" (E/CN.5/224) was compiled which covers thirty countries and discusses the relative role of central and local government and of non-governmental organizations in bringing social welfare services within the reach of their clients.

A study of special importance for the social work profession and social work education generally is the survey "Training for Social Work: an International Survey" (E/CN.5/196). This encompasses information about training facilities and methods in thirty-four countries, along with supplementary material transmitted by universities and schools in different countries. It is a general review of systems of schools of social work, and a
comparative analysis of these institutions, with special reference to their curricular and non-curricular aspects. The report also provides a directory of 367 schools of social work.

After the completion of this report, it was distributed amongst governments. Its analysis enabled the Social Commission to develop basic principles, relevant to professional training of social workers, which in turn was sent to governments with a recommendation for their support. It is generally recognized today that the employment of trained social welfare personnel, in preference to unskilled workers adds to the effectiveness of service and to the improvement of standard of living. It was for this reason that the attention of governments was aroused to providing educational grants and to including social work training in social welfare policy making.

In directing this survey, Dr. Katherine Kendall, formerly of London, now Secretary of the Council of Social Work Education, made an important contribution to social work education\(^1\) as well as giving it a new international interpretation. In a subsequent article she emphasized that the supply of professionally trained workers is everywhere considerably short of the demand; and the responsibility for filling this gap lies, in the first place, with national policy-making bodies.

The completion of this survey marked the first occasion on which an international body gave recognition to standards in the social work profession: they emphasize the professional

aspects of social welfare, the necessity for professional training, and the need for governments to take action in providing opportunities for training.

The Social Commission also assumed the task of doing a similar study on "In-Service Training in Social Welfare Agencies", which has been especially helpful in areas lacking in educational institutes. To aid the effective use of community welfare centres in rural areas, a survey was also prepared on "Social Services in Relation to Rural Welfare". The focus of this study is on community self-help programmes, with special reference to the contribution of the United Nations and the specialized agencies.

Periodic reports on social conditions and development programmes enabled governments and the Secretariat to follow the progress of development programmes in particular countries. For example, the "Social Welfare Information Series on Current Literature and National Conferences" is an important periodical bulletin, published by the United Nations. Its services extend to several areas:

(1) Selection and reproduction of suitable articles and original reference material on various activities of the Social Commission, which are not covered in other periodicals;

(2) Information on social welfare literature, films, conferences, obtained from governments, and specialized agencies and organizations; and catalogues of films of social welfare activities;

(3) Directories of nation-wide organizations concerned with family, youth and child welfare, welfare of the aged, rehabilitation of the handicapped, and other social services; and

(4) Directories of schools of social work and
other training bodies.

Technical information, together with seminars and conferences have each contributed to the training of social workers and to the improvement of social welfare programmes in under-developed areas. Their value, however, can only be lasting if each method comprises a part of the other in an integrated national or regional programme. They have to be applied in accordance with the need and with a focus on development-planning. The improvement of professional skill in under-developed areas will eliminate some obstacles in the way of solving welfare problems.

Fellowships, scholarships, expert services and seminars must be used in such a way that they complement each other and the locally available resources. They are not an end in themselves. These methods of technical assistance are similar to each other on account of their educational nature. However, their application depends largely on the level of social welfare activities in a country or in a region. Scholarships are essential in providing basic professional training, on the other hand, higher level of development can be further improved through fellowships for observation, since the latter shows a broader horizon to local welfare programmes. Participation in seminars also requires a certain degree of professional experience. In areas where professional social work is not yet available, seminars would do little in enabling exchange of information; instead, the more basic steps toward such development have to be preferred.
CHAPTER V

RECEIVING AND CONTRIBUTING COUNTRIES:
TWO EXAMPLES

The Social Welfare Advisory Services are based on the principles that the social work knowledge and experience of advanced countries should be shared with the professional personnel of under-developed areas. The aim of the programme is achieved through exchange of information at every level of social welfare administration. The programme marks the beginning of a new era in international welfare and gives new emphasis to social work education. This programme is the outcome of comparative experience between standards, cultures, economic and social values. Its value is not merely that it initiated social welfare development throughout the world. In addition, the special significance of technical assistance to social work is that it is provided by governments through an international body which recognized the necessity of establishing international principles and educational standards for professional social work.

The advisory social welfare services, however, make lasting contributions only if the basic principles of the programme are adhered to throughout. Well-formulated requests from governments are necessary in order to give a concrete basis of objectives. To achieve this, participating governments have appointed an appropriate agency to co-ordinate and supervise local activities. The programme must, in addition, be backed by the necessary funds
contributed both by the United Nations and by recipient governments. Only through such a co-operative effort can the programmes be fully integrated into the national plans.

In order that the plans may be carried out systematically, it is essential that the selection of scholars, fellows and experts be made in terms of suitable cultural and social qualifications, enabling participants to make the highest contributions to their country's welfare.

The underlying principles of United Nations Technical Assistance Programmes have now been presented, and the methods used in social welfare activities described. These activities can best be understood, however, in the light of a country's total development. The reason for this is mainly that social welfare activities anywhere are closely related to the prevalent economic and political conditions and to the cultural and social standards. Furthermore, a study of a country's overall welfare programme shows how the different fields of social services relate, on the one hand, to professional social work education, and, on the other, to economic development. Such an analysis also reveals how a long-term, comprehensive national plan underlies immediate plans. Two specific countries were chosen to give concrete examples of the "mutual aid" principles which are prevalent in United Nations activities. The implementation of advisory social welfare services in Guatemala was one example, because this was one of the first countries where United Nations activities have enabled far-reaching national reforms, and where it was first recognized that technological change, expansion of production and a shift in social structure must be accompanied by welfare
activities in order that such evolution may be lasting. Canada was chosen as the example of contributing countries, mainly on account of its integrated administrative machinery which was set up for the purpose of technical assistance, and because the Canadian people and the government have shown interest in helping other countries to far greater extent in proportion to any of the Member governments.

The Technical Assistance Programme in Guatemala

Guatemala, a country which lacked industry almost completely and which has not developed its natural resources to their maximum capacity, showed also a low standard in its welfare programmes.1

After the 1944 Revolution, the Guatemalan government introduced a comprehensive economic and social reform programme. Technological retardation was found to be one of the problems of production. In addition to this, the poverty of small farmers, comprising the majority of the rural population, brought about multiple problems of general welfare. The government had become extremely conscious of the need to develop its social welfare services, in order to meet the most pressing needs of the population.

The formation of Guatemala's social security scheme shows

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positive signs of post-war economic growth, due to the measures taken by the government to expedite technical development. The programme of social security was built gradually and was based upon a general plan which spelled out the needs that had to be met first. However, it was also recognized that the available machinery and financial resources would allow only a gradual introduction of welfare measures. Thus, the expansion of welfare services depended largely upon a general increase in production, in income and on the improvement of living standards.

The "Organic Law" of 1946 made provision for the introduction of a comprehensive social welfare programme which was to operate throughout the Republic. This was preceded by a preliminary report and recommendations, as well as by information material produced and used by the government to obtain public understanding and support for the programme.

The Act was an enabling measure setting up an administrative structure, the Guatemalan Social Security Institute. The first step in organizing the Institute was to enlist the services of the Ministry of Public Health and Social Assistance, which were successively expanded to suit the programme. The plan aimed at the eventual inclusion of all residents in the welfare scheme. To this end, the social security system was divided between two authorities: the Minister of Public Health and Social Assistance became responsible for medical care for social assistance cases and for the maintenance of community health, whereas all other schemes were to be administered by the State Social Insurance Institution, supervised by the Minister
of Labour and Economic Affairs. It soon became apparent that social welfare measures cannot succeed without trained personnel. But there were no facilities in Guatemala for social work training.

This problem was first discussed at the Inter-American Congress of Women at Guatemala City in 1947, where the need for social work training in Latin America was given serious consideration. Following this conference, the first United Nations Social Welfare Seminar was held at Medellin, Colombia, in August 1947, at which certain members of the Guatemalan Institute of Social Security were also present.

The Director of this Seminar was appointed by the United Nations and he was assisted by other staff members in organizing and conducting the programme. The twenty-five delegates to Medellin came from thirteen countries; of these, twelve came from governmental departments; three from schools of social work; there were four educators, three social workers, and three others.

The programme of the seminar centred around the following problems: social welfare training and community organization, general principles of social welfare, child welfare, health, rural welfare, programmes of work, and problems of delinquency. The language of the seminar was Spanish.

As a result of these meetings, the need for social work training became even more evident, and the Government of Guatemala approached the United Nations to provide assistance in establishing a school of social work.

In the Fall of 1948, Dr. Walter Pettit, Director of the
New York School of Social Work was assigned in an advisory capacity to assist the government in this endeavour. Subsequently, four experts were secured through the UN to make plans for setting up the school, and a Regional Liaison Officer was appointed to co-ordinate other technical assistance projects. The experts so assigned to the school came from Puerto Rico, Chile and Brazil. An expert spent seven months in Guatemala and did the initial planning and organizing, and drew up further plans for United Nations scholarships and fellowships which the school could obtain in the training of social workers. Another expert spent nine months, beginning in April 1949, when the school was opened, in developing the curriculum and teaching methods, directing and planning classes, delivering lectures, and organizing and supervising field-work. This expert was also asked by the government to advise on the reorganization of welfare services. It was understood that a Guatemala national should eventually be appointed as the director of the school.

Meanwhile, upon the request of the government, several United Nations fellowships and scholarships were awarded to Guatemalan citizens to study social work methods abroad. The first three fellowships were awarded to graduates of the School of Social Work of Guatemala for study in Uruguay, Chile and Mexico, respectively.

The courses established in the school of social work were closely related to conditions in Guatemala. The curriculum included subjects such as casework, social legislation, social problems and social welfare institutions of Guatemala,
psychology and mental hygiene, general principles of medicine, the various forms of social security, social anthropology, nutrition and dietetics. For practical experience the students were assigned to Guatemalan agencies, and, in addition, groups of students participated in field trips to social welfare institutions in order to acquire first-hand knowledge of social welfare conditions.

The school is now functioning according to the highest standards of social work education and it has made the principles and methods of social service known throughout the country.

The experts also acted in a consultative capacity to social welfare agencies particularly in the setting up of the Guatemalan Demonstration Centre for the social rehabilitation of the blind. An expert was delegated to help establish a comprehensive and co-ordinated programme for the totally and partially disabled blind in a resident school, the programme of which included vocational training, development of employment opportunities for the blind, social adjustment techniques and a programme of public information and training of personnel for work with the blind.

The Guatemalan social reform and the adjunctive technical assistance programme illustrate the importance of comprehensive development planning. Parallel with the assistance obtained, local action was taken to harmonize social welfare activities. The technical assistance programme took advantage of all methods of the advisory social welfare services. Initial exploration and planning activities resulted from the lesson of a United Nations seminar; and a request for, and the appointment of, a
a social welfare consultant was accompanied by local action and planning. Utilizing the services of resident representatives, expert consultants, fellowships and scholarships, technical information and equipment, a firm foundation was laid for social work education. Furthermore, through improving professional skills, it was not possible to implement positive measures in solving indigenous social problems, with a focus on the general welfare of the total population.

Canadian Participation in Advisory Social Welfare Services

While the United Nations machinery co-ordinates technical assistance activities and ensures that services should be provided to those countries that need them, the instruments for this international programme are provided by Member governments. The governments of technically more advanced countries have recognized their responsibility for assisting under-developed countries not only by contributing the funds necessary to implement the programme, but by providing the practical services. They themselves have asked, at least in the first instance, their experienced or professional citizens to serve on their behalf abroad; they have also given United Nations Fellows and scholars from recipient countries the opportunity to compare developed standards with their own, and to benefit from the available higher professional educational facilities by inviting them to more advanced countries.

Canada, both as a member of the Economic and Social Council and hence of the Technical Assistance Committee, has been
well represented in the planning and co-ordination of various technical assistance programmes. In addition to financial contributions, Canada has also given tangible evidence of the desire to co-operate in a practical manner by sending technical experts and by offering educational facilities to United Nations Fellows and scholars. In fact, in the last eight years, participation by Canadians has extended into all fields of assistance.

In order to co-ordinate all Canadian activities in the sphere of technical assistance, an International Economic and Technical Co-operation Division was established in the Department of Trade and Commerce, in September 1951, under the direction of Mr. R. G. Cavell of Toronto. The Division is responsible for the administrative end of Canada's commitments to the economic development programme of United Nations Technical Assistance and the Colombo Plan (the programme for technical co-operation in South and South East Asia).

The Division consists of two main units: (1) a group which is concerned primarily with "capital assistance" (i.e., supply of machinery and other goods), and (2) the Technical Co-operation Service, which is essentially concerned with people (selection of experts, planning for Fellows and scholars).

The Technical Co-operation Service accordingly has a directorate which arranges the programmes for all foreign trainees.

1 Department of Trade and Commerce, 60th Annual Report, Ottawa, 1951, p.49.
2 Former Chairman of the Executive Committee of the Canadian Institute of International Affairs and an internationally known businessman with many years of experience in the Far East.
(Fellows and scholars) who come to Canada to study under the auspices of the various agencies which sponsor them (UN, UNESCO, FAO, WHO, Colombo Plan, etc.); and a second directorate which recruits and dispatches Canadian experts who go to the various technical assistance programmes abroad.

The training programme for Fellows and scholars is designed to provide them with plans and instruction programmes in their fields of specialization, but it also attempts to give them as complete a picture as possible of the democratic institutions and general culture in Canada.

Since the programme began, nearly 200 persons have come to Canada under the auspices of the United Nations. The great majority of these were Fellows who have acquainted themselves with Canadian techniques in their respective fields. Although their professions were preponderantly connected with industry, technology and natural resources, a sizeable number of social welfare workers have also studied under United Nations and other international programmes (see Table 2, p.135).

Under UNESCO, a fundamental education project has been established at Laval University in Quebec City, for French-speaking trainees from Haiti and the Middle East. In addition, the McGill School of Social Work in Montreal, at the suggestion of the Scholarship Panel of the Technical Co-operation Division, is to offer special courses for UN trainees to help them adapt Canadian methods to their own country's needs and conditions.¹

¹ This very significant development is the first of its kind and its principles are further analysed in Chapter II.
Table 2. Personnel Trained in Canada for The United Nations, 1950-1955

<table>
<thead>
<tr>
<th>Field of Study</th>
<th>Fellows</th>
<th>Scholars</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Industrial Services and Technology</td>
<td>45</td>
<td>2</td>
<td>47</td>
</tr>
<tr>
<td>Agriculture, Fisheries, Forestry, Natural Resources and Development</td>
<td>10</td>
<td>-</td>
<td>10</td>
</tr>
<tr>
<td>Economics</td>
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<tr>
<td>Administration and Management</td>
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<tr>
<td>Social Welfare</td>
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<td>Social Sciences*</td>
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<tr>
<td>Health**</td>
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</tr>
<tr>
<td>Total</td>
<td>161</td>
<td>13</td>
<td>174</td>
</tr>
</tbody>
</table>

Source: Adapted from Statistical Summary of Technical Co-operation Programme, 1950 - 31 December, 1953 of the Technical Co-operation Division, Department of Trade and Commerce, Ottawa, Canada, pp.1-5.

In addition to the above, 206 persons were trained under the following: Colombo Plan 161; UNESCO projects 29; FAO 8; ICAO 5; ILO 1; FOA 2. The 174 persons from the United Nations came from 53 countries.

* Includes education, library, communication and town planning.
** Most training in the area of health services has been done under the sponsorship of the World Health Organization.
In the broad administration of the training programme, all universities have been included in the Directorate's work, and the schools of social work across Canada have been hosts to welfare trainees coming from Europe, Latin America and the Asian countries. During the period 1950-1953, out of fourteen trainees who studied in Canada under the sponsorship of the United Nations, seven were social workers (one of them a student at the University of British Columbia), and three were studying in related fields.¹

All requests for scholarships or fellowships are addressed by the United Nations and its agencies direct to the Technical Co-operation Service. The social welfare applications are then forwarded to the Social Welfare Panel of this division, and the Chairman, in turn, recommends a suitable programme for training. Academic training is provided within the facilities of different universities, and programmes of observation for welfare Fellows are also explored and arranged by the Social Welfare Panel, in consultation with schools of social work and other welfare institutions.

When the Technical Co-operation Service is assured that a suitable programme of training can be arranged in Canada, and that the Department of External Affairs has no objection to the entrance of the trainee into Canada, the Directorate notifies the United Nations. When the trainee arrives in Canada, the Direc-

torate makes the necessary administrative arrangements, and refers him, if he is a welfare trainee, to the Executive Assistant of the Deputy Minister of National Health and Welfare, who is the Chairman of the Social Welfare Panel. After a briefing period, the Fellows proceed on a planned itinerary throughout which they are assisted by Provincial Welfare Department representatives and welfare agency administrators. When the regular six-month period of observation is over, the Fellows hand in their reports to the Social Welfare Panel and return to the United Nations headquarters. Similarly, technical assistance scholarship-holders are required to keep in touch with the Social Welfare Panel throughout their stay in Canada. The Panel acts as a liaison between the trainee and the Technical Co-operation Division, and generally as the trustee for the trainee during his programme.¹

A separate division of the International Economic and Technical Co-operation Division assists UN and its specialized agencies in recruiting technical experts. During the second year of its activities, the Division was considerably strengthened to meet the increasing demands of the United Nations.²

In 1952, as many as nearly one hundred Canadian experts

¹ Bartlett, D.W., Mr., Chief, Technical Co-operation Service, letter to the writer (3 February, 1954).

² Bowen, D.G., Mr., Technical Co-operation Service, letter to the writer (6 November, 1953).

Sinclair, D.B., Mrs., Executive Assistant to the Deputy Minister of Health and Welfare, letter to the writer (2 December, 1953).

were working abroad under the United Nations Expanded Programme of Technical Assistance, some of them assuming leadership in social welfare projects.¹ To mention a few outstanding examples, the late Dr. Harry Cassidy, who was head of the School of Social Work at the University of Toronto, went as an expert to assist the government of Egypt in setting up a training institute for the blind; Miss Alic Carroll, Provincial Supervisor of Psychiatric Social Work in the Province of British Columbia, went to Japan as a social welfare adviser to assist in setting up child welfare services; Miss Elizabeth Govan of the Canadian Welfare Council, the first person under the Technical Assistance Administration to visit Iraq, helped with the establishment of social work training there; Mrs. Helen McCrae, of the School of Social Work at the University of British Columbia, taught child welfare at the UN Seminar in Sweden, and Miss Marjorie J. Smith, Director of the School of Social Work at the University of British Columbia, taught at the International Social Casework Seminar in Finland.

The recruitment of experts is done upon the request of the United Nations through the appropriate channels of the Technical Co-operation Division. An attempt was made by the Social Welfare Panel to keep a roster of suitable experts in various fields who might be available if their particular skill was requested by one of the receiving governments. The Department of Health and Welfare, with the co-operation of the Canadian Association of Social Workers, the Canadian Welfare Council, and the schools of social work, periodically provides a list of experts.

Sometimes the Technical Assistance Administration, from its own knowledge, approaches people direct. In other cases, individuals made direct application to the United Nations or have channelled their application through the Canadian government. The procedure is flexible, but the aim is to find the best qualified person for the particular task.

There is very little legislation governing the operations of the Technical Co-operation Division; its only legislative authority is a section of the "Appropriations Act" of 1951, which grants power for expenditure under regulations established by the Governor General-in-Council. These regulations simply grant authority to spend funds for specified purposes under specified conditions and do not go into the organizational aspect of the operations.

Canada is continuing to support the technical assistance activities. But to be fully effective, Canada's contribution to these schemes must have the understanding and backing of the Canadian people. Individuals, business associations, professional organizations and the government can promote technical assistance programmes of the United Nations and its specialized agencies to achieve their aim of raising the standards of living of underdeveloped areas by helping to find the right kind of expert and by ensuring that the nationals of countries which they are helping are welcomed into Canada.

Relation to Social Work as a Profession

In order to make social work training effective, the right kind of education must be provided for both Canadian
social workers and for the United Nations trainees. The Council of Social Work Education (mainly an American body but with extensive Canadian membership), in outlining the standards of professional training has placed special emphasis upon the knowledge and understanding of the social services, their development, and their relation to the social order, to social change and to community needs. There is little doubt that the technical assistance programmes are stimulating social workers anew to greater awareness of the interrelatedness of social and economic factors. Technical assistance programmes, like social welfare itself, recognize "three-dimensional" etiology of deprivation: socio-cultural, psychological, and economic determinants.

To-day, schools of social work are broadening the areas of teaching with the comparative analyses of generic social work methods and principles which are basic to social work practice throughout the world. Such a curriculum enables social workers to participate effectively in the advisory social welfare services abroad, and it also highlights the areas which have to be included in the supervision and guidance of foreign trainees studying in Canada. While it is important to provide the latter with adequate social work training, fellowships and scholarships will serve the purposes of technical assistance only if the trainee is helped through supervision to study and to observe, keeping constantly in mind the needs and differences of his own country. In view of this trend in social work, it is not accidental that the 7th International Conference on Social Work (to be held in Toronto, June 27 - July 2, 1954) has adopted as its theme "Self-
Help and Co-operative Action". At this conference social workers of all nations will explore ways in which the profession as a whole can contribute to the welfare of the world community.

This conference will undoubtedly bring to the fore findings and experiences of many social workers who served as experts in the programme of Advisory Social Welfare Services. It is largely their responsibility to guide the profession as a whole in an effort to establish international welfare standards.

Up to 1952, over seventy social work experts from many countries had participated in the United Nations programme, and their number has been increasing ever since. Regrettably, there is not yet much professional literature in which these social workers have analyzed and shared their experience. For example, literature dealing with such subjects as the way in which cultural concepts and attitudes affect the work of a North American social welfare adviser in the Orient, where the smallest service rendered to individuals carries with it an obligation for repayment in kind on behalf of the helped; descriptions of the qualifications and work of social workers in under-developed countries where the practitioner's duties are only partially in the area of social welfare, and to a great extent in de facto health services; - such articles would give North American social workers special insight into the obstacles and difficulties which participants in the programme have to face. Clearly such an understanding also illustrates the need for the integration of social work with other fields, such as political science, social economics, social psychology, and social anthropology.
Conclusion

The Technical Assistance Programme in general, and the Advisory Social Welfare Services in particular, have a special interest for social workers. In this programme of the United Nations, all countries of the world banded together "with a view to the creation of conditions of stability and well-being which are necessary for peaceful and friendly relations among nations based on respect of the rights and self-determination of peoples, ...to promote high standards of living, full employment and conditions of economic and social progress and development."¹ Most of the technical assistance programmes are still preoccupied with raising economic productivity. Nevertheless welfare services have now been "built in" to this broad objective.

Advisory social welfare services, of course, cover more than has been the subject of the present study. No attempt has been made to analyse in detail the particular areas of welfare activities which would include public welfare administration, community organization, corrections, housing, town and country planning, rehabilitation of the physically handicapped, insurances and social assistance, assistance to indigent aliens, and mother and child care. Neither have human rights, narcotics, and population studies been considered, although they are essential to the social activities of the United Nations. Any of these could be topics for special research.

It is, however, of special importance that a better understanding be gained of the principles and methods underlying

¹ Article 55(a) of the United Nations Charter of 1946.
the technical assistance programme on the broadest international level. The aims of the programme, on examination, prove to be closely analogous to those towards which social workers have been working in particular countries for many years. In Technical Assistance, for the first time, social work as a profession has been recognized by an international governmental organization and has been invited to join teams of professional experts. In addition, social welfare is now regarded, not as an adjunct to political or economic aspirations, but rather as the foremost goal of national development. In a sense certain welfare needs are now recognized as the right of every individual, community and nation. Several other activities also - the expansion of industry, the use of natural resources, increased production of food - are now welfare-focused. And as social work practice centres upon the well-being of people in need, so are technical assistance activities centripetal and focus upon the needs of the under-developed countries.

The United Nations has formulated a philosophy and some basic principles which underlie the Technical Assistance Programme. These principles are also basic to social work. But more specifically, a United Nations Programme of advisory social welfare services has been developed, using methods unique to social work (casework, group work, community organization) in serving under-developed countries.

The United Nations and the participating agencies are making continuous efforts to improve their methods and services. The value of the programme depends, on the one hand, on the follow-up on the recommendations of participants, seminars and
conferences; and, on the other hand, on studies conducted subsequently to appraise the results of individual assignments and seminars in relation to social development in the recipient countries.

The advisory social welfare services are rapidly becoming an integrated part of national and international planning. By promoting development through successive stages, starting often from the most modest level, through which higher standards consistent with the country's resources are being reached, usually every step brings about changes and opens up new needs. It is important that realistic planning should take these into account, in order that the changes may be followed by further international assistance and national action. The United Nations Technical Assistance is well aware of this. It has become a force in encouraging governments of under-developed countries to plan for the social progress of their own peoples in a way which offers in the sorely distressed world of to-day one of the real keys to the peace of mankind. No profession should be able to welcome this more than social work.
APPENDIX A

The Charter of the Rights of the Child

I. THE CHILD must be protected beyond and above all considerations of race, nationality, or creed.

II. THE CHILD must be cared for with due respect for the family as an entity.

III. THE CHILD must be given the means requisite for its normal development, materially, morally and spiritually.

IV. THE CHILD that is hungry must be fed, the child that is sick must be nursed, the child that is physically or mentally handicapped must be helped, the maladjusted child must be re-educated, the orphan and the waif must be sheltered and succoured.

V. THE CHILD must be the first to receive relief in times of distress.

VI. THE CHILD must enjoy full benefits provided by social welfare and social security schemes, must receive a training which will enable it, at the right time to earn a livelihood, and must be protected against every form of exploitation.

VII. THE CHILD must be brought up in the consciousness that its talents must be devoted to the service of its fellow men.

APPENDIX B

Text of Resolution 58 (I) Adopted by the General Assembly on December 14, 1946

Whereas Article 66 of the Charter of the United Nations provides:

1. The Economic and Social Council shall perform such functions as fall within its competence in connection with the carrying out of the recommendations of the General Assembly.

2. It may, with the approval of the General Assembly, perform services at the request of Members of the United Nations and at the request of the specialized agencies.

3. It shall perform such other functions as are specified elsewhere in the present Charter or as may be assigned to it by the General Assembly;

Whereas the Economic and Social Council, on 1 October 1946, recommended the transfer to the United Nations of certain urgent and important advisory functions in the field of social welfare carried on by UNRRA, special consideration being given to the needs of children;

Whereas the General Assembly, after examining the report and the recommendations presented by the Secretary General in document A/132, recognizes the necessity of transferring to the United Nations the urgent and important advisory functions in the field of social welfare carried on by UNRRA;

The General Assembly, therefore,

A. Authorizes the Secretary-General:

1. In consultation with the Economic and Social Council, to make provision, with the co-operation of the specialized agencies where appropriate, for the continuance of the urgent and important advisory functions in the field of social welfare carried on by UNRRA; and, for this purpose,

2. To include in the budget of the United Nations for 1947 the funds necessary for the assumption of the following functions, all of which are necessary for the accomplishment of an effective programme:

(a) For a requisite number of social welfare experts to provide, on the request of governments which show the need for them, such advisory services, and to put into practice, over an appropriate period, new technical methods in any branch of social welfare;

(b) For enabling a requisite number of suitable qualified social welfare officials to observe, and familiarize themselves with, the experience of other countries administering social welfare programmes;

(c) For providing advice, demonstration and instruction in connexion with the manufacture of prosthetic appliances and the vocational training of physically handicapped persons; and for furnishing the necessary equipment and tools;

(d) For furnishing to the Member countries which have been devastated during the war, technical publications helpful in the training of social welfare workers.

The furnishing of the experts shall be undertaken by the Secretary-General in agreement with the governments concerned, and the selection of grant holders shall be made by the Secretary-General on the basis of proposals received from governments. The amount of service to be furnished to the various governments shall be decided by the Secretary-General, and shall be reviewed by the Social Commission at its next session. The kind of service mentioned under (a), (b), (c), and (d) to be rendered to each country shall be decided by the government concerned.

B. Requests the Secretary-General to report to the Social Commission on the measures which he takes in compliance with the terms of the present resolution, and requests the Commission during its first session to formulate recommendations concerning the continued action required to carry on the essential advisory activities of UNRRA in the field of social welfare.
APPENDIX C

Resolution 200 (III)
Technical Assistance for Economic Development

The General Assembly,

1. Taking into account the action in relation to technical assistance previously taken by the General Assembly (resolutions 52(I) and 58(I) of 14 December 1946) and by the Economic and Social Council (resolutions 27(IV) and 51(IV) of 28 March 1947, 96(V) of 12 August 1947, 139(VII) A, of 26 August 1948 and 149(VII) C, of 27 August 1948),

2. Considering that
(a) The promotion of conditions of economic and social progress and development is one of the principal objectives of the Charter of the United Nations,
(b) The lack of expert personnel and lack of technical organization are among the factors which impede the economic development of the under-developed areas,
(c) The United Nations can extend efficacious and timely help in this connection for the achievement of the objectives set forth in Chapters IX and X of the Charter,

3. Decides to appropriate the funds necessary to enable the Secretary-General to perform the following functions, where appropriate in co-operation with the specialized agencies, when requested to do so by Member Governments:
(a) Arrange for the organization of international teams consisting of experts provided by or through the United Nations and the specialized agencies for the purpose of advising those Governments in connection with their economic development programmes, the organization of such teams, of course, not to preclude the invitation of individual, or groups of, experts from the United Nations or from specialized agencies in connection with problems in the field of those specialized agencies;
(b) Arrange for facilities for the training abroad of experts of under-developed countries through the provisions of fellowships for study in those countries or institutions which, in the particular fields of study, have achieved an advanced level of technical competence;
(c) Arrange for the training of local technicians within the under-developed countries themselves by promoting visits of experts

in various aspects of economic development for the purpose of in-
structing local personnel and for assisting in the organization of
technical institutions.

(d) Provide facilities designed to assist Governments to ob-
tain technical personnel, equipment and supplies, and to arrange
for the organization of such other services as may be appropriate
in the promotion of economic development, including the organization
of seminars on special problems of economic development, and the ex-
change of current information concerning technical problems of eco-
nomic development;

4. Instructs the Secretary-General to undertake the perfor-
mance of the functions listed in paragraph 3 above, in agree-
ment with the Governments concerned, on the basis of requests received
from Governments with due regard to geographical considerations and
in accordance with the following policies:

(a) The amount of services and the financial conditions under
which they shall be furnished to the various Governments shall be
decided by the Secretary-General, and shall be reviewed by the
Economic and Social Council at each of its sessions;

(b) The kind of service mentioned under paragraph 3 to be
rendered to each country shall be decided by the Government con-
cerned;

(c) The countries desiring assistance should perform in ad-
vance as much of the work as possible in order to define the na-
ture and the scope of the problem involved;

(d) The technical assistance furnished shall (i) not be a
means of foreign economic and political interference in the inter-
nal affairs of the country concerned and shall not be accompanied
by any considerations of a political nature; (ii) be given only
to or through Governments; (iii) be designed to meet the needs of
the country concerned; (iv) be provided, as far as possible, in
the form which that country desires; (v) be of high quality and
technical competence;

(e) The sums appropriated for the performance of the func-
tions set forth in paragraph 3 shall not be expended on functions
or services which are a special responsibility of a specialized
agency except in agreement with the executive head of that agency;

5. Requests the Secretary-General to report to each session
of the Economic and Social Council on the measures which he has
taken in compliance with the terms of the present resolution;

6. Recommends to the Economic and Social Council that it
review at each session and, when necessary, formulate recommend-
dations concerning policy and budgetary action required by the
General Assembly to carry on the functions instituted by the
present resolution.

Hundred and seventieth plenary meeting
4 December 1948.
Resolution 222 (IX) Economic Development of Under-Developed Countries
Resolutions of 14 and 15 August 1949

Expanded Programme of Technical Assistance for Economic Development of Under-Developed Countries
Resolution of 15 August 1949

The Economic and Social Council,

Having considered the report prepared by the Secretary-General, in consultation with the specialized agencies, on an expanded programme of technical assistance for economic development, pursuant to resolution 180(VIII),

Being impressed with the significant contribution to economic development that can be made by an expansion of the international interchange of technical knowledge through international co-operation among countries,

Believing that a sound international programme of this character must combine and make use of the experience of many nations, with different social patterns and cultural traditions and at different stages of development, so as to facilitate progress in the less advanced countries and to help solve their technical and economic problems,

1. Transmits to the General Assembly the above-mentioned report together with the observations and guiding principles set out in Annex I of this resolution;

2. Recommends that the General Assembly approve the draft resolution in Annex II, which provides for an expanded programme of technical assistance for economic development of under-developed countries;

3. Requests the Secretary-General, subject to such decision as may be taken by the General Assembly on the draft resolution in Annex II, to invite the Administrative Committee on Co-ordination to set up a Technical Assistance Board (TAB) which

shall consist of the executive heads, or their representatives of
the United Nations and of the specialized agencies which partici­
pate in accordance with this paragraph in the expanded programme
of technical assistance. The Secretary-General, or his repre­
sentative, shall be Chairman of the Board. Within the TAB:

(a) Each participating organization shall inform the other
organizations of requests to it for technical assistance for
economic development;
(b) Important requests for such assistance shall be promptly
discussed;
(c) The participating organizations shall discuss their co­
ordination efforts under this programme, shall consult before
comprehensive missions and programmes of assistance involving
several organizations are arranged, and each shall be prepared to
co-operate fully with the others in activities involving their
common interests;
(d) The participating organizations shall exchange inform­
action which becomes available to them on current developments in
the field of technical assistance, including the progress of tech­
nical assistance rendered or projected by them, by Governments and
by private organizations;
(e) The TAB shall inform the Technical Assistance Committee
of the Council (TAC) mentioned below, of any requests for tech­
nical assistance for economic development as soon as they have
reached the TAB, so that the TAC shall always be in possession of
a list of projects being discussed or reviewed by the TAB or par­
ticipating organizations;
(f) Periodic reports shall be made by the TAB to the TAC;
these reports shall include an examination of activities under­
taken and results achieved, and a statement on funds received and
committed under this expanded programme;
(g) Each participating organization shall present annually
to the TAB its proposed programme for the next fiscal year in the
light of its experience with the expanded programme. The pro­
grammes of the several participating organizations shall be
examined in relation to each other, and the TAB shall make recom­
mendations concerning them and the total programme to the Council
through the TAC;
(h) All decisions other than on procedural matters shall be
taken by general agreement and, when agreement cannot be reached,
the issue in dispute shall be referred for decision to the TAC;

4. Authorizes the Secretary-General, after consultation
with the other participating organizations, to designate the
Executive Secretary of the TAB, who shall:
(a) Convene and service the TAB and prepare the needed
documents;
(b) Collect and circulate to members of the TAB:
(i) Information regarding enquiries for technical assistance
received by the participating organizations;
(ii) Programmes of the participating organizations for tech­
nical assistance in the fields for which they are responsible;
(iii) Information on technical assistance rendered and pro­
jected by the participating organizations and any other information
which becomes available to them concerning such assistance rendered by Governments or by other public or private bodies;

(c) Prepare or arrange for such studies in regard to requests and plans for technical assistance as may be needed by the TAB, and furnish, when required by the TAB, information and analyses relating to the needs and conditions of the various countries requesting assistance;

(d) Prepare for the TAB, with the assistance of the organizations concerned and on the basis of information supplied by the Governments concerned, such reports on the operations carried out under the expanded co-operative programme of technical assistance as may be necessary;

5. Requests the Secretary-General to make appropriate arrangements whereby the executive heads of the participating organizations may assign members of their staff to the staff of the TAB as necessary.

7. Requests that the TAB and the TAG, in carrying out their terms of reference, be guided by the "Observations on and guiding principles of an expanded programme of technical assistance for economic development" (Annex I) and take into account the records of the debate on the expanded programme which occurred during the ninth session of the Council.
APPENDIX E

United Nations General Assembly

Resolution 316(IV)

Advisory Social Welfare Services

The General Assembly

1. Authorizes the Secretary-General to place on a continuing basis, rather than on the present year-to-year basis, the advisory social welfare services originally authorized by its resolution 38(I) of 14 December 1946;

2. Directs the Secretary-General:

(a) To include an amount for these services in the budget of the United Nations in the future;

(b) For 1950, to continue this work at approximately the same level of expenditure on the part of the United Nations as in 1949;

3. Requests the Economic and Social Council to review the terms of resolution 58(I), in the light of the provisions of paragraph 1 above and in the light of the discussions and suggestions made in the Third Committee of the General Assembly, and to recommend to the next regular session of the General Assembly any modifications which it may consider necessary therein.

Two hundred and forty-third plenary meeting, 17 November 1949.

APPENDIX F

Advisory Social Welfare Services

Revised text proposed by the Economic and Social Council (resolution 312(XI) of July 14, 1950) and resolution adopted by the General Assembly 418(V).

Whereas, by Articles 55 and 60 of the Charter of the United Nations, the Economic and Social Council under the authority of the General Assembly, is charged with the responsibility for promoting higher standards of living and conditions of social progress and development,

Whereas, by Article 66 of the Charter, the Economic and Social Council may, with the approval of the General Assembly, perform services at the request of Members of the United Nations and at the request of specialized agencies,

Whereas the General Assembly, after examining the recommendations of the Economic and Social Council and the accompanying report of services rendered for the first three years of operation, approved the recommendations and placed the advisory social welfare services of resolution 58(1) on a continuing basis and directed that a review be made of the terms of the resolution and appropriate recommendations made with respect to desirable or necessary changes,

Whereas the General Assembly recognizes that the advisory social welfare services constitute a practical operational programme of direct assistance to governments and that the other activities of the United Nations in the social field should be properly correlated to these services in order to achieve maximum effectiveness, to which end the Social Commission has adjusted its long-range work programme,

The General Assembly, therefore,


A. Authorizes the Secretary-General:

1. Subject to the directions of the Economic and Social Council, to make provision for the under-mentioned functions and services, such provision to be made where appropriate with the co-operation of the specialized agencies and in consultation with non-governmental organizations having consultative status:
   (a) For a requisite number of social welfare experts to provide advisory services at the request of governments which show the need for them, and to put into practice, over an appropriate period, new methods in any branch of social welfare;
   (b) For enabling suitably qualified social welfare officials to observe, and familiarize themselves with, the experience and practice of other countries in any branch of social welfare;
   (c) For enabling suitably qualified persons who cannot receive appropriate training in branches of social welfare in their own country to receive appropriate training in foreign countries having the necessary facilities;
   (d) For planning by appropriate methods projects for experimenting in or demonstrating various phases of social welfare, organizing and participating in these projects, providing the necessary tools and equipment in connection therewith, and associating to the extent practicable with the projects, the persons referred to in sub-paragraphs (b) and (c) above;
   (e) For furnishing technical publications and films; and
   (f) For planning and conducting seminars; and

2. To include in the budgetary estimates of the United Nations the sums necessary for carrying out an effective operational programme based on the provision of the above services;

B. Instructs the Secretary-General to undertake the performance of the functions listed in paragraph A.1. above, in agreement with the governments concerned, on the basis of requests received from governments and in accordance with the following policies:

1. The kind of service to be rendered to each country shall be decided by the government concerned;

2. The furnishing of the experts and services shall be undertaken by the Secretary-General; the Secretary-General shall, normally, make application for experts to States which are Members of the United Nations, and the selection of grant holders shall be made by the Secretary-General on the basis of proposals received from the governments, which shall indicate their preferences with regard to host countries;

3. The amount of services and the conditions under which they shall be furnished to the various governments shall be decided by the Secretary-General with due regard to the greater needs of the under-developed areas and in conformity with the principle that each requesting government shall be expected to participate financially to the maximum possible extent in the services provided to it; and
C. Requests the Secretary-General to report regularly to the Social Commission on the measures which he takes in compliance with the terms of the present resolution and requests the Commission to formulate recommendations from time to time, concerning the continued action required to carry on the essential advisory activities in the field of social welfare.
# APPENDIX G

## STATISTICS OF UNITED NATIONS TECHNICAL ASSISTANCE

**ADVISORY SOCIAL WELFARE SERVICES PROGRAMME**

### Table I.  Fellowship Awards According to Fields of Study, 1947-1951

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<td>Rural welfare</td>
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<td>Co-operatives</td>
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<td>4</td>
</tr>
<tr>
<td>Standards of living</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>2</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>Total</td>
<td>104</td>
<td>120</td>
<td>188</td>
<td>183</td>
<td>176</td>
<td>771</td>
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</table>

### Table II.  Project Areas in Which Welfare Experts Worked, 1947-1951

<table>
<thead>
<tr>
<th>Project Area</th>
<th>1947</th>
<th>1948</th>
<th>1949</th>
<th>1950</th>
<th>1951</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social welfare administration</td>
<td>7</td>
<td>3</td>
<td>4</td>
<td>3</td>
<td>3</td>
<td>20</td>
</tr>
<tr>
<td>Community, family and child welfare</td>
<td>8</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>4</td>
<td>18</td>
</tr>
<tr>
<td>Rehabilitation of the handicapped</td>
<td>4</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>13</td>
</tr>
<tr>
<td>Social security</td>
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<td>3</td>
<td>-</td>
<td>1</td>
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<tr>
<td>Corrections</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>4</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>Housing, town and country planning</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>3</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Labour relations</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Social development</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>2</td>
<td>2</td>
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<td>Exploratory missions</td>
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<td>-</td>
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<tr>
<td>Public Education</td>
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<td>-</td>
<td>1</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Standards of living</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>24</td>
<td>10</td>
<td>9</td>
<td>17</td>
<td>17</td>
<td>77</td>
</tr>
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</table>

---

Table III. Distribution of Fellowship Awards by Recipient Countries. Totals for 1947-1951

<table>
<thead>
<tr>
<th>Area</th>
<th>No.</th>
<th>Area</th>
<th>No.</th>
</tr>
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<tr>
<td>EUROPE</td>
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<td>FAR EAST</td>
<td>174</td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>55</td>
<td>India</td>
<td>75</td>
</tr>
<tr>
<td>Greece</td>
<td>47</td>
<td>Philippines</td>
<td>39</td>
</tr>
<tr>
<td>Austria</td>
<td>45</td>
<td>China</td>
<td>28</td>
</tr>
<tr>
<td>Finland</td>
<td>44</td>
<td>Japan</td>
<td>10</td>
</tr>
<tr>
<td>Italy</td>
<td>44</td>
<td>Thailand</td>
<td>8</td>
</tr>
<tr>
<td>Poland</td>
<td>29</td>
<td>Ceylon</td>
<td>5</td>
</tr>
<tr>
<td>Netherlands</td>
<td>25</td>
<td>Pakistan</td>
<td>4</td>
</tr>
<tr>
<td>Czechoslovakia</td>
<td>23</td>
<td>South Korea</td>
<td>3</td>
</tr>
<tr>
<td>Belgium</td>
<td>17</td>
<td>Indonesia</td>
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</tr>
<tr>
<td>Sweden</td>
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<td>Hungary</td>
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<td></td>
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<td>Switzerland</td>
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<tr>
<td>Denmark</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Luxemburg</td>
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<td></td>
</tr>
<tr>
<td>West Germany</td>
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<td></td>
</tr>
<tr>
<td>United Kingdom</td>
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</tr>
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<td></td>
<td></td>
</tr>
<tr>
<td>Trieste</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>NEAR AND MIDDLE EAST</td>
<td>81</td>
<td></td>
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<tr>
<td>Egypt</td>
<td>20</td>
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</tr>
<tr>
<td>Israel</td>
<td>19</td>
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<td></td>
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<tr>
<td>Lebanon</td>
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<td>Turkey</td>
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<td></td>
</tr>
<tr>
<td>Iran</td>
<td>8</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Syria</td>
<td>7</td>
<td></td>
<td></td>
</tr>
<tr>
<td>OCEANIA</td>
<td>4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Australia</td>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>New Zealand</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>NORTH AMERICA</td>
<td>1</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

AFRICA                       | 1   |                             |     |

Southern Rhodesia            | 1   |                             |     |

LATIN AMERICA                | 77  |                             |     |

Ecuador                     | 16  |                             |     |
Chile                       | 12  |                             |     |
British West Indies         | 11  |                             |     |
Brazil                      | 9   |                             |     |
Haiti                       | 9   |                             |     |
Guatemala                   | 4   |                             |     |
Netherlands West Indies     | 4   |                             |     |
Argentina                   | 3   |                             |     |
Colombia                    | 3   |                             |     |
Mexico                      | 3   |                             |     |
Bolivia                     | 1   |                             |     |
Dominican Republic          | 1   |                             |     |
Uruguay                     | 1   |                             |     |

AFRICA                       | 1   |                             |     |

Southern Rhodesia            | 1   |                             |     |

NORTH AMERICA               | 1   |                             |     |

Canada                      | 1   |                             |     |
Table IV. **Fellowship Awards According to Countries of Operation in Five Regions, 1947-1951**

<table>
<thead>
<tr>
<th>Region</th>
<th>1947</th>
<th>1948</th>
<th>1949</th>
<th>1950</th>
<th>1951</th>
<th>Total No.</th>
<th>P.C.</th>
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<tbody>
<tr>
<td>Europe</td>
<td>52</td>
<td>80</td>
<td>141</td>
<td>121</td>
<td>108</td>
<td>502</td>
<td>65.0</td>
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<tr>
<td>North America</td>
<td>52</td>
<td>38</td>
<td>41</td>
<td>45</td>
<td>45</td>
<td>221</td>
<td>29.0</td>
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<tr>
<td>Latin America (including Caribbean)</td>
<td>-</td>
<td>2</td>
<td>5</td>
<td>17</td>
<td>16</td>
<td>40</td>
<td>5.0</td>
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<tr>
<td>Oceania</td>
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<td>-</td>
<td>6</td>
<td>7</td>
<td>1.0</td>
</tr>
<tr>
<td>Far East</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>x</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>104</td>
<td>120</td>
<td>188</td>
<td>183</td>
<td>176</td>
<td>771</td>
<td>100</td>
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</table>

x = Less than 1 per cent.

Table V. **Distribution of Experts According to Regions, 1947-1951**

<table>
<thead>
<tr>
<th>Region</th>
<th>1947 (a)</th>
<th>1948 (b)</th>
<th>1949 (a)</th>
<th>1949 (b)</th>
<th>1950 (a)</th>
<th>1950 (b)</th>
<th>1951 (a)</th>
<th>1951 (b)</th>
<th>Total (b)</th>
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<tr>
<td>Europe</td>
<td>7</td>
<td>13</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>5</td>
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</tr>
<tr>
<td>Far East</td>
<td>2</td>
<td>11</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>Near and Middle East</td>
<td>-</td>
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<td>8</td>
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<tr>
<td>Latin America</td>
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<td>4</td>
<td>2</td>
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<td>3</td>
<td>6</td>
<td>17</td>
</tr>
<tr>
<td>Africa</td>
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<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
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<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>9</td>
<td>24</td>
<td>7</td>
<td>10</td>
<td>8</td>
<td>9</td>
<td>11</td>
<td>17</td>
<td>77</td>
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</tbody>
</table>

(a) = Number of countries.
(b) = Number of experts.
Table VI. Countries From Which Experts Were Recruited, 1947-1951

<table>
<thead>
<tr>
<th>Country</th>
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<th>1948</th>
<th>1949</th>
<th>1950</th>
<th>1951</th>
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<td>7</td>
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<td>United Kingdom</td>
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<td>1</td>
<td>1</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>France</td>
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<td>3</td>
<td>-</td>
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</tr>
<tr>
<td>Chile</td>
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<td>1</td>
<td>2</td>
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</tr>
<tr>
<td>Australia</td>
<td>3</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Canada</td>
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<td>-</td>
<td>1</td>
<td>2</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Denmark</td>
<td>3</td>
<td>1</td>
<td>-</td>
<td>2</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Union of Soviet Socialist Republic</td>
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<td>1</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Belgium</td>
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<td>-</td>
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<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Mexico</td>
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<td>-</td>
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<td>1</td>
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<td>-</td>
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<td>New Zealand</td>
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<td>-</td>
<td>1</td>
<td>-</td>
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</tr>
<tr>
<td>Austria</td>
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<td>-</td>
<td>-</td>
<td>-</td>
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<tr>
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<td>-</td>
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<tr>
<td>Sweden</td>
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<td>-</td>
<td>-</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Union of South Africa</td>
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<td>-</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>77</td>
<td>24</td>
<td>10</td>
<td>9</td>
<td>17</td>
<td>17</td>
</tr>
</tbody>
</table>
Table VII. Subjects and Scope of United Nations Seminars and Related Projects Under the Advisory Social Welfare Services, 1947-1951

<table>
<thead>
<tr>
<th>Subject</th>
<th>Place</th>
<th>Duration</th>
<th>Participants</th>
<th>UN Experts</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>(a) (b)</td>
<td></td>
</tr>
<tr>
<td><strong>A. EUROPE</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Training, housing, corrections, family welfare</td>
<td>Paris</td>
<td>1949 (Nov.28-Dec.10)</td>
<td>11 144</td>
<td>57</td>
</tr>
<tr>
<td>2. Corrections</td>
<td>Brussels</td>
<td>1951 (Dec.3-Dec.15)</td>
<td>18 83</td>
<td>13</td>
</tr>
<tr>
<td>3. Social Casework(x)</td>
<td>Vienna</td>
<td>1950 (Nov.6-Nov.18)</td>
<td>10 34</td>
<td>2</td>
</tr>
<tr>
<td>4. Social Casework(x)</td>
<td>Woudschoten (Netherlands)</td>
<td>1951 (Aug.19-Sep.1)</td>
<td>14 60</td>
<td>7</td>
</tr>
<tr>
<td>5. Training and Functions of the French Polyvalent (sic) Social Worker(x)</td>
<td>Senvres</td>
<td>1951 (Nov.12-Nov.19)</td>
<td>12 42</td>
<td>-</td>
</tr>
<tr>
<td>6. Conference on Juvenile Delinquency</td>
<td>Rome</td>
<td>1950 (Dec.3-Dec.10)</td>
<td>1 150-200</td>
<td>5</td>
</tr>
<tr>
<td><strong>B. MIDDLE EAST</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Rural Welfare</td>
<td>Cairo</td>
<td>1950 (Nov.22-Dec.14)</td>
<td>1 111</td>
<td>39</td>
</tr>
<tr>
<td><strong>C. ASIA AND FAR EAST</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Youth Welfare</td>
<td>Simla</td>
<td>1951 (Nov.1-Nov.21)</td>
<td>5 24</td>
<td>25</td>
</tr>
<tr>
<td><strong>D. LATIN AMERICA</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Social Welfare</td>
<td>Montevideo</td>
<td>1947 (Sep.8-Sep.25)</td>
<td>7 13</td>
<td>9</td>
</tr>
</tbody>
</table>

(a) = Number of countries represented.
(b) = Number of delegates.
(x) = Exchange Plan (Europe).

1 French expression for "generic".

I. Details of Preparation and Distribution:

(a) Prepare six copies of the report, retaining one for yourself and sending five copies as follows, unless otherwise instructed by UN Headquarters, New York, or Geneva.

If observing in Europe, send five copies to the Geneva office.

If observing elsewhere in the world, send five copies to UN Headquarters, New York.

(b) Submit the five copies as indicated before you depart for your home country.

Note: (1) The information in your report should be cleared with your supervisor in the country of observation, to assure accuracy.

(2) The United Nations will distribute your final report to your home government and to the supervising agency in the country of observation.

II. Content of the Report:

(a) On additional sheets of plain paper which you will attach to this sheet, please discuss the following topics in the order given:

(1) Your own comments on the value of the fellowship programme from the international point of view; also, any suggestions for improvement in this respect.

(2) Your own comments about the fellowship programme as a means of assisting your government in developing its welfare services; in line with the purpose of the programme under Resolution 419(V); also any suggestions in this respect.

(3) Any general comments you wish to make regarding your own fellowship and observation programme, including the extent to which it has met your interests and needs, and any suggestions for improvement.

(4) A detailed statement of the specific aspects of your
observation that you think may be useful to you in your country.

(5) A detailed summary of the aspects of the field of your interest on which you have been working during the entire period of your fellowship. (Summarize by topics.)

(6) A list of books and publications that you have found particularly useful during the period of your observation. Give title, author, date of publication, name and address of publisher.

(b) Please fill in the following, for any period not covered by monthly reports.
APPENDIX I
Expert's Application Form

INTERNATIONAL ECONOMIC AND TECHNICAL CO-OPERATION DIVISION
DEPARTMENT OF TRADE AND COMMERCE OTTAWA, CANADA

PERSONAL HISTORY
NOTICE PERSONNELLE

Please answer each question completely. Type or print in ink. If certain items require more space, repeat their item numbers and continue on plain paper.

1. Family Name - Nom de Famille First Names - Prenoms Maiden Name (if applicable) Nom de demoiselle (s'il y a lieu)

2. Permanent Address - Domicile permanent Telephone

3. Mailing Address (if different from above) - Adresse postale (si elle diffère de la précédente) Telephone

4. A) Country of birth Pays d'origine B) Date of birth Date de naissance C) Sex - Sexe D) Marital Status État civil

5. A) Citizenship at birth Nationalité a la naissance B) Citizenship now Nationalité actuelle C) Length of residence in Canada Durée de la résidence au Canada

N.B. If 5A and B are different, attach explanation. Si 5A et 5B different, joindre explications

6. Dependents Personnes à charge

<table>
<thead>
<tr>
<th>Name</th>
<th>Age</th>
<th>Relationship</th>
<th>Name</th>
<th>Age</th>
<th>Relationship</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
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</tbody>
</table>

7. If appointed, for what period would you be willing to serve? Si vous êtes nommé, quelle durée d'engagement envisagez-vous?

- Six months or less
- One year or less
- One to two years
- Over two years

8. Have you previously submitted an application for employment with an international organization? If so, give details and dates. Avez-vous déjà soumis une demande d'emploi à un organisme international? Dans l'affirmative, donnez des détails et les dates.

9. List any of your relatives employed by the United Nations or its Specialized Agencies. Donnez les noms de ceux de vos parents qui sont employés par les Nations Unies ou leurs institutions spécialisées.

<table>
<thead>
<tr>
<th>Name - Nom</th>
<th>Relationship</th>
<th>Name of International Organization</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

10. For exactly what kind of work do you wish to be considered? Pour quel genre de travail, exactement, désirez-vous être pris en considération?
## EDUCATION - ÉTUDES

### A) College or University - Facultes ou grandes écoles

<table>
<thead>
<tr>
<th>Name and Place</th>
<th>Years Attended</th>
<th>Major Subjects</th>
<th>Degrees, Honours</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nom et adresse</td>
<td>Annes d'études</td>
<td>Principaux sujets</td>
<td>Grades universitaires, diplômes</td>
</tr>
<tr>
<td>From-de</td>
<td>To-a</td>
<td>d'études</td>
<td></td>
</tr>
</tbody>
</table>

### B) Schools or Other Formal Training or Education

Avez-vous fréquenté d'autres établissements enseignement technique, général?

<table>
<thead>
<tr>
<th>Name and Place</th>
<th>Years Attended</th>
<th>Type of School</th>
<th>Diplomas, etc.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nom et adresse</td>
<td>Annes d'études</td>
<td>Genre d'établissement</td>
<td></td>
</tr>
<tr>
<td>From-de</td>
<td>To-a</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Languages - Langues

Indiquez les langues (en commençant par votre langue maternelle)

<table>
<thead>
<tr>
<th>Speaking Proficiency</th>
<th>Writing Proficiency</th>
<th>Reading Proficiency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parler</td>
<td>Rediger</td>
<td>Lire</td>
</tr>
</tbody>
</table>

### Professional Societies

Énumérez les associations professionnelles dont vous êtes membre.

### Publications

Énumérez (sans les joindre) tous travaux importants que vous pouvez avoir publiés. Indiquez le nom de l'éditeur, le lieu et la date de la publication.

### Languages

Indiquez les langues (en commençant par votre langue maternelle).

<table>
<thead>
<tr>
<th>Speaking Proficiency</th>
<th>Writing Proficiency</th>
<th>Reading Proficiency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parler</td>
<td>Rediger</td>
<td>Lire</td>
</tr>
</tbody>
</table>

### Health

Il se peut que vous soyez requis de passer un examen médical, avant votre engagement.

A) Are you in good health?

Êtes-vous en bonne santé?

B) Describe any physical defects.

Décrivez toute infirmité physique dont vous souffrez.

C) Will you submit a certificate of health if required?

Soumettrez-vous un certificat de bonne santé, si vous en êtes requis?

D) Will you submit a certificate of vaccination if required?

Soumettrez-vous un certificat de vaccination, si vous en êtes requis?

E) Will you submit to any necessary inoculations?

Vous soumettrez-vous à toute inoculation nécessaire?
16. **EMPLOYMENT RECORD:** Starting with your present position, list in reverse order every employment during the last 10 years and any significant employment not included in that period. Include service in the Armed Forces. Use additional sheets of paper if required.

<table>
<thead>
<tr>
<th>Dates of Employment - Durée d'emploi</th>
</tr>
</thead>
<tbody>
<tr>
<td>From: month year To: present</td>
</tr>
<tr>
<td>De: mois annee A : ce jour</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Name and Address of Employer - Nom et adresse d'employeur</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Type of Business - Genre d'entreprise</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Name of your Supervisor - Nom de votre supérieur</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Reason for wishing to leave - Pourquoi desirez-vous changer?</th>
</tr>
</thead>
</table>

**A) PRESENT EMPLOYMENT - POSTE ACTUEL**

**ANTECEDENTS PROFESSIONNELS:** Enumerant, en commençant par le plus recent tous les emplois que vous avez exerces au cours des dix dernières années; en dehors de cette période, ne citez que les postes importants. Veuillez inclure votre service aux Armees. Adjoutez au besoin des feuilles supplementaires.

<table>
<thead>
<tr>
<th>Description of your work - Nature de votre travail</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Dates of Employment - Durée d'emploi</th>
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<tr>
<td>De: mois annee A : ce jour</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Salaries per .....</th>
</tr>
</thead>
<tbody>
<tr>
<td>Starting: Final:</td>
</tr>
<tr>
<td>Au debut: A la fin:</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Title of your Position - Titre de votre poste</th>
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</table>

**B) PREVIOUS POSITION - POSTE ANTERIEUR**

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<tr>
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**C) PREVIOUS POSITION - POSTE ANTERIEUR**

**Description of your work - Nature de votre travail**

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<td>From: month year To: present</td>
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</thead>
</table>
### EMPLOYMENT RECORD (Cont'd.)

<table>
<thead>
<tr>
<th>Description of your work - Nature de votre travail</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dates of Employment - Durée d'emploi</td>
</tr>
<tr>
<td>From: month year To: present</td>
</tr>
<tr>
<td>De: mois année A : ce jour</td>
</tr>
<tr>
<td>Salaries per ....</td>
</tr>
<tr>
<td>Starting: Final:</td>
</tr>
<tr>
<td>Au début: A la fin:</td>
</tr>
<tr>
<td>Title of your Position - Titre de votre poste</td>
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<tr>
<td>Name and Address of Employer - Nom et adresse d'employeur</td>
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</tr>
<tr>
<td>Reason for wishing to leave - Pourquoi desirez-vous changer?</td>
</tr>
</tbody>
</table>

#### REFERENCES: List three persons not related to you, to whom we may refer for an estimate of your suitability for appointment. Do not repeat names listed in item 16.

<table>
<thead>
<tr>
<th>Name - Nom</th>
<th>Full Address - Adresse complete</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

18. State briefly any other relevant facts or special qualifications. Include information regarding residence or prolonged travel abroad, giving dates, areas, purpose, etc.

19. I certify that the statements made by me in answer to the foregoing questions are true, complete and correct to the best of my knowledge and belief.

Date

Signature
APPENDIX J

BIBLIOGRAPHY

(Figures in left-hand column are the official UN index numbers.)

I. UNITED NATIONS DOCUMENTS

A. General Assembly Official Records


B. Economic and Social Council


United Nations Programme of Technical Assistance Under General Assembly Resolutions 58(I) 200(II) 246(III). Report by the Secretary-General, 9 January, 1951.


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C. Social Commission of the Economic and Social Council of the United Nations


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E/TAC/L.21


E. United Nations Secretariat


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F. United Nations Technical Assistance Board


II. DEPARTMENT OF TRADE AND COMMERCE

III. PERIODICALS


IV. BOOKS AND PAMPHLETS


V. CORRESPONDENCE AND INTERVIEWS