

RESTRICTED

THE EXPANDED FINAL REPORT

of

UNITED NATIONS SOCIAL WORK TRAINING ADVISER

to the

INDONESIAN GOVERNMENT

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December, 1969

This report has not been cleared with the Bureau of Technical Assistance Operations of the United Nations which does not, therefore, necessarily share the views expressed.

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resources, their great hopes and aspirations, the unconscious beauty of their labours seen in the sawahs and plantations, and embraced in the greetings "slamat datang"; "slamat djalan". To these and all not named here "Terima Kasih"...you will endure and my true thanks must be sought in what you will create for yourselves from my profoundly intentioned but humble endeavours.

### INTRODUCTION

9. This is an expansion of my Final Report dated 1st September 1969 and supercedes it in order to provide a comprehensive on-going statement of recommendations for the Indonesian Government in formulating its plans and their implementation for social work training.

10. The Social Work Training Adviser on taking up his duties in April 1968 was furnished with a job description, viz:

"The expert will be required to assist the Department of Social Affairs in developing social work training programmes and specifically to:

1. Continue providing assistance to the Institute for In-Service Training of the Department;
2. Assist in the organisation and operation of seminars for supervisors and instructors for the in-service training programme;
3. Assist in the establishment and the development of professional training in social work at a university level;
4. Advise on methods of co-ordinating all existing training programmes and on measures to strengthen the curriculum, both theoretical and practical;
5. Co-operate and assist, whenever needed, in developing training programmes for family and child welfare personnel, particularly these



assisted by the United Nations Children's Fund (UNICEF); and

6. Assist in the development of local materials for teaching and training purposes".

It was noted in my First Report that this description was the same as the one established in 1961-62, though many factors in the field of social work and training has changed. Keeping this in view, the Advisor has employed his time in accordance with the intention of the assignment and the prevailing conditions.

11. Analysis of problems and recommendations have been made as they arose in numerous memoranda and in the quarterly reports during my work in Indonesia, and this present report is, in effect, a restatement and summarisation.

12. Training is of course indivisible from planning and implementation of programmes. The questions of training to do what, where and when have to be answered clearly and precisely before educational objectives can be identified and detailed units of teaching and appropriate teaching method worked out. Training is not a one-and-for-all activity but a dynamically growing process in which training builds upon previous knowledge, experience, skills and competence, and in which there is a constantly nourishing flow of expertise into practice and a feed back into teaching.

13. In line with this approach as you know the Department of Social Affairs during my assignment, and for a number of good reasons, set up two structures directly relevant to the matter discussed above.

1. The Board of Education under the Chairmanship of His Excellency, The Minister, set out to examine comprehensively all matters concerning education and training.
2. A nation-wide Fact Finding project supported by UNICEF and eventually administered by the Department's Bureau of Planning and Evaluation was launched in order to work towards a new start in plans of operation to be negotiated with UNICEF and to provide the basis from which policy might be reviewed and refined and in enabling implementation to move more constructively ahead..

14. Both the Board of Education and the Fact Finding project have obviously ongoing functions and are of great importance in setting the background and instrumentation for the social welfare services within the framework of National Development and for placing training in proper context within the Ministry and outside.

15. This report will relate its observations and recommendations around the Fact Finding, the Board of Education, and the Ministry's two training organisations, Sekolah Tinggi Kesedjahteraan Sosial (S.T.K.S.) which provides a three-year residential programme, and Balai Pendidikan Tenaga Sosial (B.P.T.S.), which is responsible for all training programmes of less than one year duration. Matters which do not conveniently fall into these operational organs will appear at the end of this report.

#### FACT FINDING

16. Training must be related to specific programme and work tasks and in the course of my assignment it became

increasingly necessary to examine fundamentals by building up a picture of the service realities and the programme delivery tasks in order to clarify who needed training for what, how training could be used and how followed up in the administrative structure of the service, and what kind of supervision was possible.

17. In view of the situation and giving wide interpretation and emphasis to section 5 of my job description, the advisor was led to consider the possibility of the Ministry setting up a fact-finding endeavour based Province by Province to examine training needs and resources so as to be able to formulate realistic approaches to the problems. The breakdown of the Ministry's Plan of Operation in relation to UNICEF aid, of which training was a large component, constructively led to the opening up of a country-wide fact-finding project. The importance of such an endeavour for policy, service, financing is tremendous and its implications for training profound. The advisor judged that much of his attention should be given to this project and this intention was endorsed by the Minister of Social Affairs and his staff, by the UNICEF representative in Indonesia and by the Headquarters staff of the U.N. in New York. In this way work could be concentrated on establishing firmer foundations upon which all else would grow in good time and proper context.

18. At the termination of my assignment a giant step had been taken in which teams from the Department of Social Affairs had visited the Provinces of West Java, Lampung (South Sumatra), Medan (North Sumatra), West Kalimantan, Bali, Nusa Tenggara Barat, North Sulawesi, and Ambon (Maluku). The Ministry has thereby obtained first hand reports on these Provinces for the first time (at least in many years), and having been involved in the teams some of the top level staff of the Ministry are in a much stronger position to talk with authority on what exists in programme, resources and potential at the field level.



Preliminary Outcome

19. A number of things follow from this situation.

1. The personnel of the Ministry are now in a position to appraise and improve upon its fact-finding experience. There is no doubt in my mind that this fact finding process should continue province by province to bring back a preliminary overall picture of the country's actual social service situation.
2. The experience of conducting this fact finding should lead to improved performance on subsequent fact finding endeavours.
3. This round of fact finding by the Djakarta based teams should be seen as preliminary to setting up ongoing fact finding machinery. To my mind it is inevitable that such machinery will eventually depend on Province based teams and will involve the province staff operating through the Regency and local levels.

20. "The fact finding is not a once-and-for-all effort nor should we see the present project as the pattern for continuous and long-term fact-finding. Our teams should be prepared to convey to the Provincial staffs the need for facts and perhaps have ideas ready to help Province and Regencies, etc., to start on their own fact-finding endeavours. These endeavours may well turn out to be high up on our priority list for consultation and training. In time we must set up a systematic two-way flow of information and thinking. Only when local and central collection of fact-finding is working in close conjunction, will a truly overall picture begin to emerge". (Report 4, page 38).



A Province Based Strategy

21. The Province based teams will of course need to be actively supported by Djakarta presumably under the auspices of the Bureau of Planning and Evaluation of the Ministry, and this support will probably need to be the responsibility of an "Inspectorate". This would not be a "checking-up" operation but provide guiding, stimulating and advisory functions with interpretative responsibility to the Province Governor and his staff. It may well be that a number of steps will be necessary in order to develop ongoing fact-finding operations at the Province and local levels in which social welfare officials, related officials and active volunteers will be eventually involved as part of a long term regular reporting and "advisory board" to Governors and the Ministry, both for fact-finding and setting local priorities.

22. These steps might include:

- a) A detailed manual produced by the Ministry stating why and how these functions are probably best performed with clear ideas and machinery for reporting and responding.
- b) Clear instructions be passed to the Provinces for the setting up of this machinery and clear responding duties be allocated in Djakarta at the Department of Social Affairs.
- c) That Province conferences be called to explain the Board's functions including on-going fact-finding and to discuss fully the manual and its implications.
- d) That possibly it will be necessary to devise specific training courses in order the help the Province personnel to undertake these duties.
- e) That a Province "training officer" be appointed and made responsible in close co-operation with B.P.T.S. for a planned on-going training programme in each Province. That Province based trainers be involved as far as is effective with arrangements for supplementary help from B.P.T.S. as required. (This activity of B.P.T.S. will be discussed later).

23. 4. The information now available from the fact-finding should be fully documented, analysed and commented upon and then appropriately disseminated to the Directorates within the Ministry to form the basis of full and detailed top-level discussion.

24. 5. These discussions should lead in the first case to an interim plan of operations to be negotiated with UNICEF for appropriate assistance.

25. As the fact finding continues and covers a wider area of the country, a full plan of operations can then be formulated. It is envisaged that a plan of operations be tailor-made to fit the needs of each Province but with unifying themes suggested by the Ministry for consideration, adoption or modification, or for counter-proposals from the Provinces to be considered by the Ministry.

26. UNICEF can of course only meet a fraction of the needs for which the Ministry has responsibility and naturally a plan of operations for this kind of aid must be closely dovetailed with the broader policies, programmes and resources of the Ministry.

#### Innovating Projects

27. The overall resources in relation to need are severely limited and it would therefore seem necessary to husband resources in such a way as to avoid a thin spread over a wide spectrum of service and to realistically select the "growing points" and innovating projects which can be seen to contribute to the country's developmental priorities and to act as the generating points for excellence in service and as field training units. These should also attract provincial and local interest so as to involve personnel from other departments and active volunteers. In this way increasing support and resources

of all kinds can be expected to be raised at the local level. As effective results become apparent, an increasingly stronger case can be made in commanding resources from the National budget - the case resting not solely on need but on clearly perceived effective service, perceived and supported by personnel and persons operating both within and beyond the administrative auspices of the Ministry of Social Affairs.

28. Four specific "innovating" project ideas came to mind arising from my travels. These have been discussed in detail as ideas both with local persons and Ministry personnel.

1. The idea of a river boat based community centre. Mooring at pre-arranged places and on pre-arranged days at points along the densely populated banks of the river, the boat would be fully equipped with a caretaking staff, supported by the staffs of the Health and Welfare services. The equipped and staffed boat should be the stimulus and regular servicing means of developing local initiative at the centres at the mooring sites. These centres would concentrate on family, maternity, children and youth services in conjunction with health programmes. (Palembang) Sumatra.
2. The development of a community centre "beach club" located on the densely populated beach at Teluk-Batang, the emphasis being on community development processes rather than on building. In the market place itself I suggest a training centre for unemployed boys offering such things as haircutting and other skills immediately saleable in the market place, and organised by the centre. Here again "centre" denotes a staff rather than buildings. (Teluk Betang) Sumatra.
3. Community units should be formed and developed at the receiving/training centre (Bakasi) for transmigrants with special attention given to equipping and training suitable migrants for first aid, nursery school, teaching, co-operatives, etc. Where appropriate an embryonic village organisation should be set up with Turah and I.S.D. Equipment for children's groups might be sought through UNICEF and other auspices.



Community Development field officers might be assigned on a contract basis (say two years) beginning with the group at Bakasi and moving with them to the transmigration areas with the aim of leaving behind self sufficient and well established communities at the end of their contracted period of assignment. Gunung Tapa (Lampung Sumatra).

4. I have been thinking of possible children and youth oriented programmes that might fit the transmigration situation. I have put up as an exercise the idea for a "children's co-operative".

"Briefly, this would allocate land to the youngsters of a village and a "social worker" would be appointed to involve the children in a self-governing organisation in working and exploiting the land as a focus for the development of social co-operation; learning new and adaptive skills; building a particular sense of new community -- belonging for that upcoming generation by which the success or failure of transmigration must eventually be measured, making funds available for other village activities as decided upon by the children teaching good citizenship, management, and Government. Exploring this with villages, we worked out a tentative and sketchy working model and the village families seemed ready to contribute 50% of the financing! (Details worked at). This would certainly ensure village-wide interest in the project and a sense of community responsibility. Of course, the approach and the quality of the social worker and quality of the youth-focussed objectives would be all important." (Addendum to Fifth Report, page 3-4).

(Balinese Transmigrants Sulawesi Utara).

29. I am sure that the fact-finding teams will have many more specific embryonic ideas arising from their discussions with the local people and these should be carefully considered and planned. Where such projects are undertaken a full record of their development, problems, modifications in the light of experience, etc. should be kept and a series of "How to...." pamphlets produced for other provincial "advisory boards" to consider in relation to their local conditions. Such projects should also provide excellent teaching material and field training centres for staff development efforts.



30. In this and other ways the fact-finding endeavours should be examined for the many general and specific implications for the building and enrichment of an increasingly service-related, effective, and step-by-step sophistication of training programmes.

31. It is the fact-finding project which opens up a much improved opportunity for refining general objectives into clear policy, decisions about allocation of resources, detailed programmes, improved use of staff and development of skills. Upon these efforts the Board of Education will build the training programmes.

#### BOARD OF EDUCATION

32. The Board has already made a preliminary review of the training functions within the Ministry and collected crude man-power estimates. The fact-finding reports will provide valuable information and views for their consideration also. Policy, deployment of staff, and the skills required will determine the way in which educational and training resources are to be used in social welfare in Indonesia. The Board of Education will have to be clear regarding the available teaching and training resources in meeting the demands.

33. In a memoranda on the condition of social work education dated 10th March 1969, I identified four major problem areas.

1. The general educational style with its traditionalist emphasis on lecture giving and the distant status relationship between teacher and students which is an impediment to social work education.

2. The lack of practical appreciation of social work education as a professional skill in its own right.

3. The inadvertant degree of wastage of external resources of help in developing social work educators.

4. The poor development of job descriptions.

#### Co-ordination

34. A major task for the Board must be to effectively co-ordinate the, at the present time, relatively unrelated or loosely related resources. The Ministry's educational resources are currently to be found at S.T.K.S., B.P.T.S., Balai Penelitian dan Penindjauan Social (B.P.P.S.), the K.K.S.M.'s and the K.K.S.A.'s and the courses mounted from time to time by the various directorates. The Board of Education itself has become the forum where these training "authorities" are able to explain what each is doing although in these early days, there are still examples of "autonomous" training programmes, planned, financed and implemented without full cognisance of overall priorities and resources, and without the knowledge of the Bureaux of Planning and Evaluation; Education and Foreign Relations or the Board itself.

35. There can be no question that the Board of Education can be effective only if there is a clear line of control over all matters concerning priority of training and the long-range timetabling of educational resources (funds, staff, field staff, etc.). Overall planning and evaluation of all programmes must be under one central organisation and the present Board potentially lends itself to that function and appears by its terms of reference to be that organisation with the implementing arm, in the main, being the Bureaux of Education and Foreign Relations. Work must be done to see that a working acknowledgement of its role is fully acted upon by the training institutions and the Directorates.

This is not to say that a degree of internal autonomy is to be removed from individual training programmes, but that such programmes must be firmly knitted into a unified and carefully designed long-term plan. Such a plan should leave the Board with flexibility of operation and freedom to review according to developments but able to resist any tendency for any one of its constituent elements to push ahead with ad hoc and opportunistic training.

36. All Ministry sponsored teaching and training must be seen as a unified resource of staff, funds, and equipment with a built in sharing of experience to continued development of training resources and contributing as a unified force/the effective growth of social work teaching. This has been stated as follows

"The Bureau of Education must be actively engaged in planning the implementation of policy and seeing that the various institutions of education are fully integrated in practice, each fully understanding why, what, and for whom and when training is to take place, and in seeing that there is an effective and properly timetabled pooling of the best thinking, skills, and resources of each".  
(Fifth Report, page 9.)

37. These social welfare teaching resources in Indonesia are as yet gravely inadequate both in numbers and quality and swift inroads on training requirements cannot be expected. The immediate task is the laying of the foundation for a long term establishment of a centre from which experienced training staff will emerge.

38. In discussing the relatedness of the training efforts in Indonesia and suggesting a strategy I have written: "In the short run we have a situation where face-to-face skills are not being effectively taught anywhere and the place to start is with the creation of a centre for the teaching of such skills, the development of teachers of these skills, and the necessary supervisors. When there



is a pool of such persons, we can then move down the scale into the K.K.S.M. - S.P.'s, etc. We will then have the staff and know-how to develop the field work at these lower levels. Eventually, as an opportunity occurs for students/staff to come up from the lower levels of education with these skills already to their credit, we can then begin to reshape the higher levels of education for the producing of administrators, researchers and teachers, and slowly cut down on the more intensive field service face-to-face orientation at the higher levels.

This must be seen as a growth cycle over time.

- a) The immediate need is for applied knowledge in social work service and the creation of teachers, and this can only be done presently at S.T.K.S.
- b) As strength begins to flow we can pass down the skills and teaching staff to K.K.S.M. - S.P.'s, etc., and then
- c) better prepared students will begin to present themselves to S.T.K.S.
- d) as these students begin to bring competence and skills, we can diminish the present preparatory courses at S.T.K.S. level, intensify skills, develop specialisations, and turn out well-grounded and higher echelon staff".

(Report 4, page 20).

39. The Board of Education has two tasks in this context. The first is to ensure more effective use of Study Abroad opportunities and the second to use a major part of such opportunity to come to bear upon the establishment of a staff college.



### Study Abroad

40. The Board should look at its Study Abroad experience of the past. It needs to know who studied abroad, what was studied, where, and to what specific use such study has been put on return to Indonesia. What are the people sent abroad doing now? Has their experience been put to the most effective use? What is to be learned from the past? How far at present are we able to identify specific 'study abroad' needs, know exactly where such needs can be met, prepare the appropriately selected person and make sure that he/she knows exactly what is expected of him, in what job, when he returns.

41. This matter has been discussed in great detail and it need only be emphasised here that there is room for greatly improved exploitation of these scarce resources, that such opportunities could become formally part of incentives in personnel policy, and that clear cut long term statement of need and plan for utilisation of study abroad opportunities might well lead to more such opportunities in quantity and more rewarding opportunities in quality. The Board of Education might well actively solicit such opportunities based on a well conceived plan and thereby the Ministry will find itself less tempted (and sometimes disrupted in releasing its staff) by well meaning and often last minute offers which do not fit closely enough with Indonesia's deliberated priorities but as is often the case is directed by the donor's very general good intentions.

### Staff College

42. A major request for study abroad should be formulated in respect of establishing a staff college whose function will be to produce in its first years, social work teachers and trainers of a high calibre.

they leave Indonesia, and by and large they would be returning to the work they left at S.T.K.S. (this is why they are being sent for training, this is what they are to be trained for).

While the group is abroad, a team of international experts should be assembled with a view to returning with the Indonesian group to S.T.K.S. If it were possible for the receiving institution to release the staff members who will have worked most closely with the group while abroad, this could be ideal. (Indeed the receiving institution and the relevant staff might be selected from the very beginning with this long-term view in mind. Some kind of link scheme might be considered). In any case the international team should be brought into close, and if possible, regular contact with the Indonesian staff throughout their study abroad period. In this way working relationships and fundamental briefing of the international group will have taken place well before the joint return to Indonesia. This should maximise results and the formation of a working team, and minimise the necessary period of adaptation and re-adaptation to Indonesia. In any event the international personnel should be very fully briefed and ready to work with the Indonesian study group as their counterparts.

The international personnel should consist of a community development expert, a group work expert, and one to undertake the field work supervision development, and possibly one other for overall social work education liaison with the Ministry and as consultant for short courses.

This team and the Indonesian counterparts will constitute the inauguration of a "Staff College". The function of the Staff College will include the following:

- a) To build on the field work foundation and teaching and supervisory skills already available, and to boost overall performance.
- b) To strengthen and expand the community development and group work teaching.
- c) To plan and implement in-service training for social work educators. To include demonstration of skills, development of content and curriculum.
- d) To prepare staff for taking up teaching responsibilities in the K.K.S.M.'s etc.
- e) To offer assistance to the University courses in social welfare and those organised by the Ministry of Higher Education.
- f) To prepare staff for conducting a whole range of Province based and Central Government training programmes for both service personnel and "volunteers".
- g) To run workshops for community organisers and group workers and presently employed training staffs.
- h) To provide programmes for senior personnel around specific subject matter.
- i) To play a part in developing a professional social work organisation.
- j) To help with the preparation and development of indigenous teaching material.
- k) To leave behind a staff capable of producing an increasing number of educators of first-class quality.



It is likely that this joint team could initiate a post-graduate programme for teachers of social work, researchers and social work administrators.

The international personnel should, if possible, be recruited on an 18 months - 2 years basis; perhaps 3-6 months of which should be spent, if feasible, in working with the Indonesians at the end of their study abroad time. Where this is not possible, 18 months should be the time allotted for the personnel to cover one full academic year at S.T.K.S. and to oversee the beginnings of a second.

At the end of this period, along with the supportive factors outlined earlier, Indonesia should be ready for self-generative growth in professional social work development. Study abroad thereafter should be restricted to visits of observation for refresher stimulation and to specialised programmes as these become necessary by Indonesian standards. The rule should always be that the tasks for the candidate should be mapped out so that he knows what work he will be specifically allotted to on his return, and where it fits into overall social service development".

(Report 4, pages 31 - 33).

44. The staff college depends very much on concentrated help from outside Indonesia and negotiation with the United Nations should be swiftly initiated to see whether such a plan would be supported by the necessary fellowships and appointments.

45. The Board of Education which has been interested in the in-service training of graduates recruited to the Ministry had a strategy sketched out for these as follows:

"Here again such an endeavour will depend on the strength of a pool of training staff and their skills.



For the immediate future there is little to spare from the endeavours to create a solid foundation at S.T.K.S. and it is possible that B.P.T.S. would not be able to mount a fully fledged programme. Many of the present potential teachers are at the same "social work" level of skill and understanding as the graduates for whom such a course is envisaged.

For the immediate future an approach might be as follows:

A. (1) An 'induction' programme (say, two weeks?) to consist of a full account of the structure and programmes of the Ministry of Social Affairs (presumably conducted in Djakarta by Directorate and Bureaux staff.

(2) A statement of social welfare philosophy as appropriate to Indonesia.

(3) Methods of work to implement such a philosophy.

(4) Future directions - the Five Year Plan, etc.

(5) Administrative requirements, reporting, etc.

(6) Working out an individual training and supervisory future for each of the graduates, with reference to career prospects.

B. A.(6) above would require a clear view of what the graduates' responsibilities would be in the field (a detailed job description). Hopefully B.P.T.S., in conjunction with a Province "training officer" (discussed elsewhere) would set up in-service training.

For the graduates a one-day-a-week or half a week a month programme should be devised. This should consist of set reading, writing of reports and essays

(work focussed) and group discussion, along with a kind of tutorial programme which would be in the hands of a suitable person in the area, supported and backed by contact with B.P.T.S., who would have a 'roving commission'.

C. A foundation such as the above would require training of the staff responsible for such an approach. In time we would tackle the problem in two other directions.

(i) See that an applied field work orientation and training is fitted in as an option in those universities which are teaching the social sciences and we should recruit those who have taken such an option.

(ii) As we build up a solid field work programme at S.T.K.S. with clear 'majors' in the kind of work that the Ministry's programme indicate, we should then be able (along with the growing numbers and skills of our staff) to devise a more solid period of training.

The problem is that the graduates are likely to come to us knowing a lot about everything in general and very little about anything in particular. We must avoid more generalised material and training, and be able to provide a concentrated work-oriented programme".

(Report 4, pages 21-22)

### Library

46. The Board of Education must direct efforts to the improvement and use of a professional library. Specific recommendations have been made as follows:

"The problem seems to me fundamentally one of putting Indonesian teachers and senior officials actively in touch with the available literature in their field and to stimulate an ongoing interest which will lead to a

vital demand for specific titles (rather than a generalised request for 'books') and to instill a responsibility in disseminating their knowledge of the literature and so creating an intelligent and contagious sense of scholarship and lively participation in the growth of reading material.

The steps I propose are as follows:

1. The appointment at Headquarters (Department of Social Affairs) of an officer specifically responsible for all library matters throughout the country.
2. The compilation of a central index of all books in the possession of the Department of Social Affairs throughout the country and indication of where the book is to be found.
3. A firm policy regarding borrowing and penalties (severe) to be rigidly enforced when books are not returned by the specified date.
4. Subscription to the relevant professional journals in the Social Welfare field. (It is possible that a letter to the publishers might bring in such journals as gifts, or we could specifically ask friends of Indonesia to donate such a subscription, or we might seek aid for this purpose. The overall cost is not high and might well be budgetted for.
5. Letters should be sent to all the major publishers of Social Welfare books, asking to be placed on their mailing lists, requesting advertising literature on all publications in stock, and asking whether the publisher could send review copies.
6. The production of an Indonesian 'Library Newsletter' distributed at regular intervals to all interested persons,



and to include:

- a) News of recent publications
- b) Translated reviews from the journals (I suppose that English language texts will be for those who can use the English language, so that perhaps translation is not necessary. However, Bahasa Indonesia reviews would possibly stimulate those who are learning English to renewed effort).
- c) News of government reports and publications.
- d) Titles of scripsi and theses in Social Welfare, along with a brief summary and a note of where copies are available. (A copy of scripsi written by students who are officers of, or are being subsidised by, the Department of Social Affairs should be deposited and catalogued in the Djakarta library. All Department of Social Affairs schools should require their libraries to catalogue their scripsi, produce a three or four paragraph summary (for all future scripsi the student himself should be required to preface his scripsi with a summary) and send the information (and the scripsi) as a matter of routine to the Central Library in Djakarta.
- e) Reviews by Indonesians (with particular reference to the value of a book in the Indonesian situation) of books currently used by teachers and social affairs officials.
- f) Any new books arriving in Indonesia should be distributed one at a time pending a review by the recipient of the book, and this review should appear in the Newsletter (even though a foreign review has previously appeared).
- g) News of ideas, displays, and ways of making libraries attractive and stimulating readers.
- h) Occasional articles.
- i) Give news of subsidy, prizes, honoraria, etc. for producers of professional literature.

7. Djakarta must initiate a book request procedure. All libraries and appropriate institutions should be expected to make a regular request (as they do for budget) for specific titles. (The Newsletter will have given them ideas of what would be of most use and is available).

8. In this way Djakarta could compile requests for

books with specific readers in mind and could make sure that not too many (or too few) of any one title are ordered.

9. Djakarta should also initiate and develop an inter-library loan system.

When books have been distributed, the Central Library will expect comments on each book, indicating its value and the use to which each book has been put, and this must be received before any further requests for books can be entertained.

When a system is established we can then go all-out to circulate our specific need for titles (not 'books') and solicit all potential sources of aid. I am convinced that donors would respond magnanimously and continually if we could demonstrate the active desire and requirements of the Indonesian reader."

(Report 4, pages 43-45)

#### Texts and Teaching Material

47. The Board of Education has expressed itself on the importance of the development of social welfare texts in Bahasa Indonesia as a matter much stressed by the Minister. Recommendations have been made as follows:

"The need for Indonesian-language texts is unquestionable; that these should be more translations is doubtful. What is most required is Indonesian experience considered within a theoretical and conceptual framework which is immediately recognised as related to the Indonesian situation.

Such a text will of course depend upon a creative mind playing upon a wealth of Indonesian social welfare material. No disrespect is intended when one points out that the lack of reporting from the field, by staff or students, and the

lack of contact with the field by academics, makes such a text an objective for the future. But what could be produced now? There are a number of possibilities:

- (a) A Reader in Social Welfare - this would require an astute collection of articles, passages from Chapters of Texts, research reports, written accounts of projects, possibly some fiction, and a "guide to further reading". Such a text would have to have a specific course and readership in mind; linking material would have to explain the significance of each piece.
- (b) A 'History' of social welfare in Indonesia - this would require an account of the general (and illustratively specific) social conditions and problems, along with a review of what has been 'thought'; 'made into policy'; and actually achieved over time. A formidable undertaking with the apparent dearth of documentation, but a guide might be written.
- (c) A symposium of articles commissioned on set subjects decided by the editor. Again a linking commentary would have to be provided.
- (d) The above might begin as a journal and as material accumulates a collection could be produced.
- (e) A guide to the work of the Ministry of Social Affairs. This could be a purely descriptive guide to structure and a short account of the responsibilities and programmes of each of the Directorates, Bureaux, etc.
- (f) A guide to Indonesian material related to social work. To include material I understand is available from the School of Social Work at the University of Indonesia. Papers, read at conferences, seminars and workshops, and scripsi by Indonesian scholars, especially those that show life as it is lived and experienced in different parts of the country and the workings of the social services.



(g) A guide to the reports, seminars and conference notes of international social work (U.N. publications, material from international conferences, etc.)

(h) Taking selected themes from (f) above, a series of discussions might be set up around specific topics with statements being prepared initially by well-qualified and involved Indonesian social welfare personnel and the discussion then reported in full.

(i) A series of booklets, "sociology for Indonesian Social Work", "Administration for Indonesian Social Work", "Casework in an Indonesian Context", etc.

There are of course many other possibilities. What we should begin with will depend on the competence of the author/editor, the material available and consideration regarding the priority of need.

The United Nations Social Welfare Division and UNICEF have expressed great interest in material produced in the ECAFE region and it is almost certain that a firm proposal would attract financial help.

Someone like Professor S. Takdir Alisjahbana, author of "Indonesia: Social and Cultural Revolution", might serve as an adviser to a social work materials and textbook team.

Those interested in this work should see ECAFE's report of the Regional Training Centre for Social Work Educators and Field Work Supervisors, held in Bangkok 8th August - 2nd September 1966, and also their "Report of Working Group on Development of Indigenous Teaching Material for Social Work", Bangkok 2nd - 12th September 1964 (especially Annex I: Guide Lines for the Discussion on the Development of Indigenous Teaching Material, by Miss Frances Yasas).

(Report 4, page 17-18)

48. A follow through is also recommended to the suggestion that a working relationship on the development of texts and teaching materials be established with Dr. Janssen at the Institut Pembangunan Masyarakat (I.P.M.) Malang.

"Dr. Janssen and his staff have set up a most useful system of producing Indonesian language texts. These are not just translations of the words, but material is carefully examined for its relevance to Indonesian conditions and is presented in a 'style' familiar to Indonesians. Dr. Janssen says that he needs financial help in this endeavour and could produce two substantial texts each year if a sum of 30,000 rupiah a month was available from some source. The tremendous need for texts of the quality that the Malang Institute can apparently produce is known to all. Do you think it possible that the Department could contribute in this matter, either directly or in including such a contribution in a plan of operation put up to a likely donor?" (Report 4, page 56).

"I should like to draw attention again to the excellent production of Indonesian-language and Indonesian context literature being produced at I.P.M."

"I.P.M. is thinking of developing guides to village projects -- the do's and don't's and also will be reproducing the L.S.D. case material provided by the participants of the trainers course."

"I recommend strongly that the Ministry's text book team consult closely with Dr. Janssen's team in seeing how the I.P.M. approach could help them in their endeavours". (Fifth Report, Addendum, Appendix 3, page 4.

49. Indonesia is being invited to send two members to a workshop on Social Welfare In-service Training under U.N. auspices in Bangkok in February 1970. Plans should

be made for those attending to be assigned specific responsibilities for the initiation of an earnest endeavour to produce indigenous teaching material.

### Overview of Social Welfare Training

50. The Board should find itself cumulatively in the position of having an overview of social welfare education throughout the country. It will need to make clear statements about what is happening, where effort is to be directed and to show clearly how such efforts fit specifically into the task of national development.

### Demonstrations

51. Indeed the Board of Education might well set up demonstration areas in which to show the way that appropriate training in social welfare has a marked influence on the degree of success or limitations of failure, on projects which are until now largely determined by economic considerations. The training aspect of this has been emphasised as follows:

"Training and service must begin from the premise that they have interests in common, that although the emphasis of each is upon different things and that occasionally there may be conflicts of priority, essentially good training will help provide better service and good service will help provide better training. The details must be worked out for an ongoing collaboration within a planned and regular programme for teaching in the servicing setting and for programme problems to be fully discussed and explored in the teaching establishments. I would suggest that funds, staff and resources be concentrated on one or two demonstration areas. These would show what can be achieved, what the difficulties



are to be faced, and how these have been met. As these demonstration areas begin to yield well documented results and well trained and equipped staffs they will be providing the stimulus and the staff to make planned "up-grading" efforts in other parts of the country". (Report 2, page 31)

52. General recommendations were outlined on request as follows:

"I therefore propose that Ministry explore carefully the possibilities of putting experienced workers as demonstration teams into selected projects. The projects might include the following:

A. - any rural development scheme which demands new working habits, change in land tenure, adoption of new techniques, introduction of new crops, fertilisers, resources such as dams, machinery, power, etc.

B. - any large industrial undertaking which is likely to disturb and demand adaptation of the local system of social relationships - mining, oil production, lumbering, etc. where industrial employment will become available in agricultural areas.

In such programmes social welfare personnel will encourage true and active participation by the community, co-operate with other disciplines, and deal with the human problems and tensions.

C. - Resettlement, Redevelopment of Urban Areas, and Transmigration. Social Welfare Personnel could begin with the community to be moved and follow through with them to the new areas, maintaining old and creating new community supports.

D. - Tourism - social welfare personnel would involve local populations constructively, creating rewarding relationships for the local community and the tourists, and helping to share the benefits of tourism, in contrast to the tendency to set up tourist enclaves with the benefits accruing to groups outside the tourist area.

Many other opportunities come to mind, Fundamentally, of course, success will depend on sensitive collaboration with other professions and the intelligent use of social work skills.

These skills are both rare and in some ways undeveloped in Indonesia (and, for that matter, anywhere.) Therefore the approach suggested here should be seen not only as a demonstration of social work roles in development, but also as action research (identifying the tasks and the needs, assessing the value of activities, and testing contemporary theoretical concepts), and also as a training project - locating students and selected staff within the operation to learn and assimilate new ideas and skills; and finally, as a provider of teaching material arising from records of the experience. This, in turn, will provide the opportunity for interpreting the contribution of social work to development, both through the normal channels of communication and through the working together of many different personnel in the daily experiences. Such projects might well be under the joint auspices of the School of Social Welfare, the Research Centre, and the appropriate Directorate, perhaps chaired by the Bureau of Planning and Evaluation. Local personnel should be involved with the demonstration personnel in setting up and carrying through the projects. To begin with Fixed-term 'contracts' might be considered for the demonstration personnel, with target dates set for the various phases of the project. But there must be the understanding that gradually the local full time personnel will take over and continue the work". (Fifth Report, page 34-35).

53. Earlier in my assignment it will be remembered I reported:

"I have tentatively raised with a member of the central planning authority the idea of linking a social work component to the current practice of trade agreements in which large scale foreign investors lease resources from Indonesia for commercial development purposes, the long-term intention being that the equipment, skill and know-how will accrue to the Indonesian people. It is commonly heard here that industrialisation and development have profound implications socially for the community, families, and individuals, and the long-range cost of leaving social development as the poor relation of economic priorities is a matter of very serious consequence and may eventually cancel out in social distress, disturbance and human unhappiness all the seemingly glittering economic gain.....It should be possible to make a condition of a lease arrangement the financing and equipping of a social development team for each enterprise - NOT as the personnel management arm of the industry, but as the social welfare arm of the government. (If I may be allowed to say so, the salaries of such social workers in Indonesia are so low by international standards that I would foresee no large concern refusing such an arrangement for financial reasons!) Here would be an opportunity of involving, protecting and enhancing the community's interests in relation to development and putting to the test the declared good social intentions of financial investment".  
(First Report, pages 7-8)

54. The Board of Education is seen here to begin to involve itself outside the confines of the Ministry of Social Affairs. This is important.



A Broader Based Board of Education.

55. Within the terms of reference of the Board is the directive to eventually bring into full co-operation all social welfare educational efforts in Indonesia, both public and private, and this extended Board of Education should be brought into operation as soon as it practicable. To be included here too, would be such organisations as L.I.P.I. and Badan Perentjanaan Pembangunan Nasional (BAPPENAS). BAPPENAS will be mentioned again in another context but it might be mentioned here that overall educational planning being negotiated by BAPPENAS with UNESCO has not to date included any serious consideration of the place of social welfare education requirements in Indonesia other than peripherally in respect to "Adult Education". Here is an area in which the social welfare field must be made to loom larger in development planning.

56. Relevant here is the question put in May 1969

"A vital question is: given the tremendous shortage of resources, educators, supervisors, field placements, literature, money, transportation, etc., can Indonesia afford to have at this stage so many embryonic institutions concerning themselves with social welfare? Should we not quickly come together and pool what we have got in order to lay a firm foundation for expansion and diversity later on? (Report 4, page 23).

A National Conference

57. It might be thought timely to prepare a National Conference on Social Welfare. (The last I think was in 1959) and the Board of Education might use such an opportunity to set up ongoing machinery to bring together all interested persons in a realistic joint endeavour to improve training throughout the country.

S.T.K.S.

58. In terms of numbers (staff and students), length of programme (three years) and cost and concentration of resources, S.T.K.S. is the most important social welfare educational institution in Indonesia. Much needs to be done to maintain and improve its efforts and performance and in initiating new endeavours to meet the needs of personnel in social welfare of an efficient, productive and creative kind.

Administration

59. Financially the situation at S.T.K.S. (and throughout the country) has improved appreciably but my remarks in September 1968 indicate areas in which the school's finances could be clarified. "The situation calls for a review of expenditures and a realistic estimation of likely actual income, the provision of a contingency fund, and the arrival of scheduled monies sufficiently in advance so that their non-arrival will allow for a smooth severing of future expenditure; although this will curtail long-term endeavours, it will at least support the current activities in which much time, energy and expectation has been invested". (Report 2, page 11).

60. A clear budgetting linked to reliable arrival of monies on schedule will do much to reduce the anxieties of the staff tormented by an understandable but seemingly somewhat ad hoc pattern of financial distribution. Where long term and confident planning becomes the pattern, then many items of expenditure can be included in well thought through requests for aid. For example, UNICEF might well be approached for help in certain kinds of field work activities, in such matters as bicycles or vehicles for students servicing certain agencies, or in supporting various institutions to improve standards in order to provide good field work experience. Or aid might be sought

from another source in financing that part of the field work contributing to family planning. There are many such examples but all must rest on confidence in long term planning with current programmes solidly supported financially and reliable advance financing available for special projects, or those that involve the School in increased expenditure over a considerable period of time.

61. Such an approach would also allow for constructive working out of budgets and sharing of expenditure between the school and the services and agencies with which the school is involved in field work projects. This kind of liaison is an important area of school-agency collaboration, especially in a situation where "money talks".

62. In terms of numbers the school is seriously understaffed in relation to the educational objectives, the need to build up a staff and the numbers of students. S.T.K.S. must therefore continue to press its case for a larger establishment of teachers and supervisors (or alternately a reduction in intake of students!). In the interest of consolidating scarce resources for the time being, a concentration of staff rather than a premature attempt at wide coverage being aimed at, the school might seek from the Ministry secondment to the school of appropriate personnel from B.P.T.S. and B.P.P.S. Possibly the Ministry might negotiate secondment of selected personnel from those social work teachers currently struggling in the Universities and private programmes which are unable under present conditions to develop a really viable training until more resources and personnel can be generated. They might do better to close down temporarily, so consolidating resources and with the intention of reopening eventually with a staff improved both in number and quality deriving from developments at S.T.K.S.



working committees) which address themselves to different sectors of the school's work should go an improvement in the effectiveness of staff meetings. The practice of clearly stating problems as they arise; formulating an analysis of these problems; and making suggestions for resolving them; writing working papers and circulating these before discussion; keeping minutes; assigning clearly to a timetable the tasks arising from the meetings; a methodical and ongoing review of the school's functioning would be facilitated. Such documentation would also form the basis for a full annual report. This report should also serve as an instrument in presenting the school's case for an appropriate claim on the resources of the Ministry and identify the problems and planning required at the Ministry level. S.T.K.S. must also in this context examine and experiment with improvement in all record keeping operations.

#### Personnel Policies

66. S.T.K.S. could help the Ministry in formulating personnel policies appropriate to teaching in the social welfare field as a long term career, and so help to found a body of specialised educators in contrast to the present assignments to teaching which are usually for unspecified but in practice somewhat limited periods.

#### Staff Development

67. The most important instrument of staff development at the moment is the staff training seminars. There is no reason why the school should not continue and improve upon the seminars set up by the Adviser. The format is not one of instruction from above but a sharing of professional experience. It will need to be someone's responsibility to timetable and assign responsibility for producing seminar papers and presentations, to help the group maintain its focus in discussion, attempt to summarise what has been learned in discussion and to relate this <sup>to</sup> previous experience or bodies of knowledge. The

quality of these seminars will of course depend on the growing skill of the participants and the habits and disciplines of sharing experience and thinking in a professional way.

68. These training seminars for the staff, along with their experience in handling and supervising the field work programme of the school, should be a major way to prepare for the staff college development discussed elsewhere. The staff should also be involved in planning ahead and working through the implications of a Study Abroad programme considered in terms of type, number, duration and selection of personnel in relation to the school's long range objectives.

#### Academic

69. The tutorial system of teaching initiated at the school by the Adviser should be consolidated and machinery operated along the lines suggested in memoranda, to monitor staff and student performance in tutorials. The tutorial system was developed as follows:

"This has begun with the new first-year students and it is hoped that the system will follow them through the complete three years of their education. As new students come to the school, tutorials will be given to them also, so that in time all students at S.T.K.S. will be covered by the scheme. Briefly, the system assigns each student to a staff member / tutor. The teacher meets with his students in a tutorial group of two or three. He sets appropriate reading and an essay subject which the student must complete and return and be prepared to discuss for the following tutorial (each two weeks). The tutor must confer with the "social work" lecturers in setting subjects must grade the students work, both written and in his contribution to discussion. In this way the tutor gets to know the student well, can understand his pace and style of learning, help him with difficulties as they arise and so individualise the student's total learning experience.