

## C U R R I C U L U M

"The word "curse" derives from the Latin cursus, 'a running' - especially circular running as in a chariot race - and is short for cursus contra solem. Thus Margaret Balfour, accused as a witch in sixteenth-century Scotland, was charged with dancing widdershins nine times around men's houses, stark naked; and my friend A.K. Smith (late of the I.C.S.) once accidentally saw a naked Indian witch do the very same thing in Southern India as a ceremony of cursing."

Robert Graves "The White Goddess"

Faber and Faber, Page 443.

- Widdershins: in a direction opposite to the usual; contrary to the direction of the sun; considered as unlucky or causing disaster.
- Curse: an utterance consigning a person or thing to evil; a thing which blights or blasts.
- Curriculum: a course of study derived from the Latin source of the word "currere" - to run, as in the running of a course in a chariot race.

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## INTRODUCTION

"It is only through the conversation of man with man that ideas come into existence. Two human beings are as necessary for the generation of the human mind as they are for the generation of the human body."

Feuerbach

Any talk soon makes nonsense of monologues."

"Generalisations stand in for hundreds of particulars."

" .... just as a map leaves out of account millions of flowers."

John Berger

This report draws upon material selected from a wide range of interviews conducted with a host of respondents. The facts, opinions, ideas, views, suggestions, frustrations and aspirations have been freely incorporated and quoted and echo many hours of discussion and observation. The people involved have included Ministers and their staffs, especially persons involved in planning organisations and Departments of Social Welfare; Directors of Schools of Social Work and In-service Training Institutes (both public and private) and their staffs, members of professional associations, Councils of Social Service and of Social Work Education; practitioners, students; lay persons knowledgeable in the social welfare concerns of their country, and many staff of international organisations in the Region.

65 Social Work educators from Korea, Pakistan, Thailand, Philippines, Hong Kong, provided written information in response to a questionnaire which was accompanied by an opportunity for discussions with the consultant. Indonesia and Taiwan replied to a postal questionnaire addressed to officials and 23 social work educators. A mass of documents, reports, surveys and research material has been covered in the course of the assignment and is incorporated in this work. Time has been a limiting factor throughout and it is estimated that perhaps only a quarter of the material collected has actually been drawn upon here.

If it seems that in distilling all that was provided this report is somewhat unbalanced, concentrating on areas of shortcomings and what needs to be done rather than on the successes and achievement of the past, this is in no way a reflection on all who have given of their energies and experience generously and freely. On the contrary, it is hoped that such a perspective as appears here respectfully conveys the immense manifest resources of concern for the massive job that awaits the social work profession and which overshadows all the beginnings we have made to date. It is hoped that what is said here

is accepted in the spirit of what is sincerely intended, that it should be a discussion and action base for a band of colleagues profoundly dissatisfied with the condition of the world's people and of their own not inconsiderable efforts towards the resolvment of both age-old and novel human problems. This report does not attempt to be an evaluative work but a diagnostic and action-oriented preliminary enquiry focusing on the problems of social work education related to development.

The need to examine painful matters arises only from conviction regarding the job in hand and a positive professional philosophy that:

"Education is an act of love and, therefore an act of courage. It cannot fear confrontation and analysis of reality. It cannot shun creative discussions otherwise it's a mere comedy." \* (1)

This work springs from the admiration that is felt for one's fellow workers and the pervading sense of mutual collaboration in an awe-inspiring development task. A Major aspect of the task is the linking up of many things. To this end this report hopes to contribute.

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\* (1) Paulo Friere

CHAPTER 1Approach to the Study (Problems and Assumptions).

There is "..... the conviction, or rather the assumption that we first take cognizance of the facts (even in things social) and then afterwards come to some assessment of meaning which is in this way an adventitious and secondary act. But this belief is nothing but a piece of what Kant used to describe as naive dogmatism..... In matters social at any rate valuation - of a specific kind entirely unlike what is commonly called prejudice - does not follow upon, but must precede the act of cognition. Out of the welter and boundless variety of social facts we only study - indeed we only notice - those which have significance according to the system of values with which we approach them.

.....Without a prior notice of what is more or less significant and also at the same time of what is more or less co-significant, we could at best become aware of certain facts but we could not know any. For knowledge is clear and conscious and above all, structured knowledge. But the structure of knowledge is dependent on a principle of selection and a principle of order."

"The Sociology of Knowledge". Werner Stark.

Routledge & Kegan Paul, 1958.

### The Origins of the Study

Early in 1968 a seminar of social work educators, social welfare administrators and planners met in Bangkok to outline the "Relationship of Social Work Education to Developmental Needs and Problems in the ECAFE Region." \* (1)

"The Seminar recognised that, in order to be effective, the goals of social work must be in harmony with the goals of national development. Consequently, the goals of social work practice must be geared to helping to meet developmental needs and problems, and social work education must produce the manpower needed to achieve those ends. That implied that social welfare planning, social welfare services and social work education must be interdependent, maintaining close relationships and continuing to collaborate, if social work expected its contribution to make an impact on the development schemes of a country." (2)

#### The same Seminar

"emphasised that the responsibility for the evaluation revision and refinement of the current objectives and content of social work education in the various countries of the region belonged primarily to social work educators, who were committed to providing the kind of training and preparation that would enable social workers to make significant contributions in the implementation of national social development plans.\* (3)

Later, the same year, the International Conference of Ministers Responsible for Social Welfare was held at United Nations Headquarters in New York. It was attended by 89 delegations from member countries, one of its objectives being "the promotion of the training of manpower for social welfare".\* (4)

\* (1) See "United Nations" Report of the Seminar on the relationship of Social Work Education to Developmental needs and Problems in the ECAFE Region. E/CN.11/SD/DNP/L.2.

\* (2) IBID, paragraph 104

\* (3) IBID, paragraph 79

\* (4) In accordance with resolution 1140 (XLI) of the Economic and Social Council.

The Conference was acutely aware of the growing weight of informed opinion and evidence throughout the world that the expected social benefits of the process of development have not lived up to expectations. The social aspects of development have been described as the "neglected areas" - perhaps not neglected in aspirations and the tennage of words produced but in clear enunciation of objectives; in the kind of society envisioned towards which development is directed; in effective planning; in the urgency and drive given to implementation of policies and programmes; and in the construction of machinery and skills for systematic and sustained efforts leading to solid achievement.

It is of great significance that the Ministers

"laid particular stress on the high priority which should be accorded the developmental and preventive functions. Such priorities would in many countries represent a shift in social welfare policy and would require a marked reorientation of existing resources, programmes and personnel.\* (1)

This recognition by the Ministers of the 89 nations of this rethinking of the role of social welfare in the process of development has profound implications for the practice of the professionals, for the educators, for the trainers, for students, trainees, and for the institutions within which they function.

Indeed, the Ministers specifically mentioned the importance of orientation of social welfare training towards the developmental tasks of developing countries, and sought a Region-wide picture of social work training curricula and recommendations towards the increase of effectiveness in producing the appropriate manpower that such a picture and its study would provide.

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\*(1) United Nations "Proceedings of the International Conference of Ministers Responsible for Social Welfare", 3-12 September, 1968, paragraph 22. ST/SOA/89, E/CONF. 55/12.

This orientation and requirement is found reiterated two years later at the First Asian Conference of Ministers Responsible for Social Welfare Meeting in Manila in September, 1970:

"Curricula on social work training should be geared to social developmental goals and constantly examined, reviewed and evaluated in the light of the countries' changing needs.\* (1)

This position appears in the preamble of the Commission on Meeting Manpower Needs and throughout the recommendations to governments, non-governmental organisations and the organs of the United Nations.

It can therefore be seen that both the political leaders and the social welfare professionals are widely in agreement in the matter of the purposes and place of social work education. However, the Seminar of educators, administrators and planners mentioned previously felt:

"that professional social work and social work education were still not sufficiently attuned to developmental needs and problems as currently defined in the plans of the countries in the ECAFE region, and that greater efforts should be made to improve that situation.\* (2)

and

"It was observed that a development focus was new in social welfare in all parts of the world since nowhere was there a well-developed model which could serve as an example.\* (3)

This present study and its expressed purpose grow directly out of a vital current need as identified during the deliberation of the Ministers and the professionals. The study is also a related step and a continuation of the considerable contribution already made by UNICEF and the ECAFE Division of Social Development through seminars and workshops, to the enrichment of social welfare education and training in the Region.

\*(1) United Nations "Recommendations of the First Asian Conference of Ministers Responsible for Social Welfare, Manila, September, 1970. Page 11.

\*(2) United Nations "Report of the Seminar on the Relationship of Social Work Education to Developmental Needs and Problems in the ECAFE Region, E/CN.11/SD/DWP/L.2. Paragraph 68.

\*(3) IBID. Paragraph 69.

6. To make a contribution to the improvement of curricula of schools of social work and training programmes in social welfare in regard to joining them to the developmental needs of the countries and the Region;
7. To provide a report including guide-lines and recommendations as appropriate, which will provide a working document for a seminar for those responsible for education and training of social welfare personnel.

### The Approach to the Study (Problems and Assumptions)

#### Social Development

Quite the earliest problem in conducting such a study was to consider the nature of "social development" for which schools and training programmes are meant to prepare personnel. There is by now a vast literature on social development\* (1) which merits extensive study even if we limit it only to the review literature without going too deeply into the source material.

Indeed, enough material is available to fill a course, perhaps entitled "The many meanings of social development, their uses and abuses, and the strange phenomena of non-application." Such a course might be most informative and an intellectually stimulating exercise in conceptualisation tempered with a hard look at present realities. It could help sort out the confusing terminology and definitions and thereby lead to clarification. However, a course of this kind added to the curricula of schools would be most time-consuming and not at all what is immediately required.

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\*(1) See for Example:-

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|-----------------------|---|
| <u>Evvind Hytten</u>  | "Is Social Development Possible?"<br>International Issue of "Centro Sociale" aXVI 87-90<br>CEPAS, Università di Roma. Dec: 1969 |
| <u>Dudley Seers</u>   | "The meaning of Development".<br>11th World Conference of the Society for International<br>Development, New Delhi, Nov. 1969.   |
| <u>United Nations</u> | E/CN/12/826/REV.1 May 1970. "Social Change and Social<br>Development Policy in Latin America."                                  |
| <u>United Nations</u> | "The Planning and Financing of Social Development in<br>the ECAFE Region." ECAFE Social Development Series No.1.                |



Much appreciation has been voiced in regard to these endeavours and repeated recommendations have been made to the United Nations for an expansion of these on-going activities.

This study set out to obtain a current picture of the development aspects of the curricula of schools of social work and training programmes. It is expected that the issues raised in reporting this study will form a basis for bringing together and sharing between those responsible for education and training in social welfare in the Region. In this way, the study hopes to be instrumental in contributing to the task of placing social work education firmly in the context of development.

#### Objectives.

The formal objectives of the study were set out as follows:-

1. To identify the developmental aspects of social welfare in the Region as they relate to education and training for the development tasks;
2. To obtain information which provides a picture of the current base of developmental aspects of social welfare in curricula of selected schools of social work and training programmes in the region;
3. To evaluate the present situation of developmental aspects in curricula;
4. To raise issues relating to the role of the curricula in fulfilling the developmental manpower needs within the context of national social welfare priority;
5. To consider, in the light of the study, matters relating to the discontinuities which impede the progress of effective curricula building;

The simple addition of social development to a curriculum will not do at all. It would encourage the habit of stock-piling (with all the attendant problems of storage space, deterioration, energy for maintenance etc., which stand in the way of effective use of what we already have). It would be curriculum loading, rather than building. However, the material and events of "social development" might properly find a place in the History and Philosophy of Social Work.

#### Towards a method.

The conceptual problems of social development having been left aside - and the idea of "social development" as an intellectual exercise in the curriculum thus having been discarded - it was necessary to find a practical way of examining curriculae from the point of view of social development. The literature constantly referred to the curriculum in terms of it needing to be "geared to", "oriented towards", social development, suggesting that far from being an addition to what we have already, social development should somehow dominate or permeate the curriculum.

#### A National development context

One way to tackle this problem of relatedness was to argue as follows: 89 Ministers responsible for social welfare and the professionals \*(1) have affirmed the importance of social development in relation to national development plans. It might therefore be expected that, as influential members of their governments, these self-same Ministers would have played an important role in formulating the national plan of their own country. Expressed somewhere in that plan we might expect to find the country's specific expression of what (given its own political, social, cultural, economic background and values and stages of development) it understands as social development. (Such an approach would also deal with the difficulty that social development as a practical matter varies in emphasis and priorities from country to country, condition to condition and time to time.)

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\* (1) See also the reports of the International Conferences of Social Welfare and of Schools of Social Work, held in Manila in September, 1970.

The National Plan would tell us what is envisaged as social development and what the country's overall development objectives were. From this we could discover social policy and trace the working-out of these broad statements in programme services and projects. We should be able to get information on manpower planning for social welfare personnel and in turn learn not only numbers of personnel but what kind of personnel is required to do what job, at what level and where this could be discerned the job descriptions. We could then see how these requirements were conveyed to the educational and training institutions preparing social welfare personnel and how they responded to these requirements.

Such an approach might suggest that decisions start from the top, but we must examine the grounds on which the person at the top bases his decisions and consider whether national decisions actually articulate and influence action (in this case the production of appropriate personnel). We therefore proceed with our argument by suggesting that governments and Ministers were likely to make their choices and formulate their decisions and policy on the basis of the best advice and information provided by their professional staff and advisers (in this case the professional social workers and educators).

The assumption was that to truly dominate a curriculum, the social development content would have emerged from the national plans, policy, programmes, manpower, administration, planning and the active role of the professionals and the educators in these processes. Such roles are assumed in a situation where one would expect a two-way communication from and to the decision makers, planners, etc., from and to the deliverers of service, custodians of knowledge, teachers, etc. Although this state of affairs cannot be taken for granted from the teaching point of view the experience and skills of the professionals and the educators would surely make up a vital area of content, illustrations and teaching materials. Especially as the place and emphasis of this area in any curriculum has been relatively unexplored until now, it would be fruitful to attempt to discover and examine the relevant roles in policy formulation and programme development performed as advisers, consultants, members of commissions,

working parties, advocates, social critics, researchers, etc., by members of professional organisations, teaching institutions or as individual contributions, and the way in which they use their knowledge, experience and skills in teaching and training programmes.

Much in mind was the fact that any serious discontinuities in the operational steps which translated national objectives, involving social factors, into curriculum 'building blocks' would raise fundamental questions regarding the capability of schools of social work and training institutes to contribute meaningfully to the main stream of social development.\* (1) \* (2)

Such considerations as those outlined above led to the formulation of precise areas for questioning to be put to specific persons and organisations.

### Curricula

However, though this broad "dominance" approach gave an all-important context within which curriculum must be studied, it did not deal with the curriculum itself- and herein lay the second major problem in approaching this study. How could we look at the curriculum - in this case, many curricula in different countries of the Region with

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- \* (1) "...the most fundamental effects on professional education in social work have come not from curriculum policy statements but from forces in the world of welfare programmes and policies. These forces enter schools of social work through....the field work experience of students, the consultative and community service activities by the faculty, the research activities of the faculty on social problems and social welfare programmes, scholarly-work - reading and contributing to the literature of the field and participating in various forms of continuing education."

David French .

- \* (2) See Appendix A (2) "Implications if assumptions regarding links between systems are unfounded."

their diverse circumstances and conditions? There are few, if any, real precedents.\* (1) Within the Region, our knowledge of the curricula is - to put it at its most positive - fragmentary.\* (2) What substance there is on curricula is referred to in the proceedings of a number of seminars and workshops, particularly in papers and publications, and at its most recent and comprehensive perhaps in the experiences of the United Nations country and regional advisers in social work, whose documentation does not necessarily deal primarily with curriculum. An attempt to find and examine this material would have required a library and research project in its own right in order to pull the material together coherently, and even this would have provided little guidance as to how to approach the present study. In fact, we know little about each other's schools, although directors and staff may have met at international gatherings and on country visits.

\*(1) See from:

Latin America Rina A. Vallejo-S. "Estudio De Cinco Escuelas de Servicio Social Ubicadas en Costa Rica, El Salvador, Honduras, Nicaragua Y Panama". Santiago, 1969.

Africa

United Nations E/CD 14/SWSA/3/ADD. 1.

"Report of Consultant Team for the Study of Schools of Social Work in Africa." 1964

Also:

W. Karburg. "Pilot Study on Teaching Materials for Schools for Social Work in Africa." Friedrich Ebert Stiftung. Bonn. 1970.

and

United Nations E/CN. 5/331 ST/SCA/37

"Training for Social Work", Third International Survey. 1958.

United Nations ST/SCA/105

"Training for Social Welfare", Fifth International Survey, 1971.

\*(2) See: Dame Eileen Younghusband: "Employment and Training for Social Work in Hong Kong", Social Welfare Dept., Hong Kong. 1971. and a similar report by Miss Younghusband 10 years earlier.

School of Social Work: University of the Punjab, Lahore, Pakistan.

"Effectiveness of Social Work Training", U.S. Dept. of Health, Education & Welfare, Washington, D.C.

See also: Reports (1, 2 and 3) of the National Workshop on Social Work Education, Social Welfare Board, Philippines UNICEF assisted project, 1967-8-9.

To ask about curriculae is characteristically to be presented with a time-table showing subjects and perhaps content, i.e., content to be covered, a bibliography, sometimes the number of hours, and often the required number of units and grading of work for graduation. Collection of such information would be time-consuming but would not take us much further in solving our problems. It would not begin to answer questions about orientation towards or gearing to social development. The term itself having become popular and an in-phrase, it lends itself to the claim that everything which goes on in a school of social work is already geared and oriented to social development. This is not the way most students regard the curriculum. They are more inclined to the association of course and curse which appears as the frontispiece to this report.

Curriculum, we decided, must in some way be examined as the "total learning experience" of the student to the extent to which it was determined by the intent, behaviour and organisation of those responsible for the education or training, and what is done with the student's exposure to knowledge, to direct human problems and his response to them. This approach was fraught with difficulties, for from the static snapshot way of looking at curricula embodied in time-tables, curriculum was now broadly conceived as being the product of all that goes into the teaching-learning situation (not just content, but climate: the sub-culture, the living social institutional context in which the learning is specifically to take place).\* (1)

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- \* (1) This approach derives much from the views of Ralph W. Tyler. See "Council on Social Work Education, "Building the Social Work Curriculum." #61-18-55.

"The climate or atmosphere of the school influences the student without conscious planning by the faculty." Page 19.

".... if the total range of the educational programme is considered, these influences are more than the curriculum itself, but these powerful influences are not usually taken into account in considering the curriculum." Page 20.

".... the purpose of curriculum organisation is to maximize the cumulative effect of all of the learning experiences." Page 51.

".... to consider the curriculum in terms of the learning experiences that individual students are having in contrast to viewing the curriculum as a total collection of course offerings. Page 54.

This assumes a complex interaction of social influence comprising four major components:

- (a) the priority given to social problems and challenges within the value systems that establish policies, which calls upon the technological know-how to devise programmes to fulfil this policy and in turn makes resources and personnel available to implement the programmes. The social conditions, the programmes and the knowledge and skills required in specific positions constitute the job descriptions which help the process of creating educational objectives from which all aspects of the curricula are engendered. (This area would be illuminated by the previously outlined national plan - job description approach.)
- (b) the knowledge and skills of the professional practitioners articulated through the professional organisations, and agencies; reports and articles, and the fund of professional wisdom in social work characteristically mediated from practice to knowledge, and from teaching back again to practice, by the technical use of "supervision". (This area would be illuminated by the material relating to the role of professional associations, and from the schools' field work programme).
- (c) the educators fully involved with the preceding areas and culling from them the underlying principles and experience, and - characteristically in social work education - "borrowing" from the sciences, arts and other disciplines all that can relevantly mix into and be made over in teaching a problem-solving, action-oriented profession. (This area would be illuminated by an enquiry into the teachers' involvement in policy formulation and planning and the activity of Councils of Social Work Education, etc.,).
- (d) the background, experiences, qualities, and learning capacities of the students (colleagues) of the problem-solving process, which provide the opportunity and restraints in depth, range and pace of teaching. This emphasizes the fact that curriculae have to be constructed with the students very much in mind if educational objectives are to be realistic. Subjects can only be taught to the extent that what students bring to a programme, and what their abilities are likely to be, are taken into account. The time, teaching materials, and teaching talents available are, of course, also important but these factors in determining content

are dependent upon who the students are. (This area would be illuminated by enquiry into student background, enrollment requirements, previous educational and practical experience, motivation, etc.,).

The bare bones (time-table/subject/content) of the curriculum are assumed to and should merely represent something of this dynamic.

Such an examination of any one curriculum would take years. A way had to be found to obtain a reasonable cross-section of each curriculum, which, although not nearly telling the whole story, would have the virtue of revealing important things - important, that is, to "social development". What kind of device would provide this?

#### Aspects of Social Development

If the curriculum were to be examined in relation to some important aspects of social development on which there was a reasonable degree of agreement, this would have the advantage of sidestepping the conceptual problem of social development and might be instrumental in pragmatically leading to some defining of what is understood by the aspects, in the actual teaching process; this could then be compared to what the aspects are thought to mean conceptually. The developmental aspects were finally derived from two main sources:

- (1) The First International and the First Asian Conferences of Ministers Responsible for Social Welfare.\* (1)
- (2) The report of the Pre-Conference Working Party to the XVth International Conference on Social Welfare of the International Council on Social Welfare for the Conference held in the Philippines in August/September, 1970.

This latter distinguished international group spelled out the national social development goals for the Seventies. They cited the national role of social welfare in development as influencing national priorities; utilising the political process; interpreting social development goals; dealing with areas of tension; working with related groups and professions and helping those in need of services.

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\* (1) See Appendix B (2) for relevant quotations from these proceedings.



Further spelled out are the "Strategies for the Seventies": [ social development planning; legal measures, management of the economy; rural reform; income re-distribution; universal social services; education and manpower development; population policy; family planning; community development; new towns; preventive programmes; rehabilitation; mutual self-help; citizen or client participation; advocacy and confrontation strategies; consumer protection and rights; the open communication strategy; modern management and sense of community. ]

At first the idea of enumerating a number of social welfare roles and a list of strategies was tried, with the thought of examining what was taught as it related to each of these. This proved to be over-ambitious and unwieldy, demanding much explanation and obviously destined to destroy the goodwill of respondents quickly and finally. Eventually the strategies were not quite abandoned but pruned and telescoped under the heading of "roles" for social welfare. Four of these roles used the terminology constantly reiterated at the conferences mentioned above.

- ✓ (1) Social policies and planning in development;
- ✓ (2) Ensuring social justice with particular reference to more equitable distribution of the national wealth;
- ✓ (3) The essential need for participation by the people in policy formulation, planning and implementation;
- ✓ (4) Improving the social and cultural infrastructure by institution building.

These roles emphasize very much the rethinking that has taken place in relating social welfare to national development, although social welfare has by no means abandoned its traditional concern with the disadvantaged, and the use and growing sophistication of its familiar methods. As current curricula could be expected to contain much methods teaching it seemed important not only to ask what was being taught in the context related to the four roles mentioned above, but to spell out a role in national development with the methods much in mind. This was formulated and presented to respondents in the following way:

- ✓ (5) Social Work helping methods . . . . .  
 "The use of these methods represents a familiar general role of social welfare. For our purposes we ask you to narrow down your thinking of what you teach to the emphasis which you give in imparting that the situations dealt with by social workers

very often illustrate the malfunctioning of our societies and the gaps or the inconsistencies in our policy and programmes.

The social worker role then is to be alert and sensitive to this and to systematically report these matters and so to be contributing decisively to policy and planning in the normal course of their "helping" activities. It is this specific role of identifying such matters and reporting appropriately to policy makers and planners that we are asking about here."

In this way the five development aspects (roles) were devised. This device met another problem associated with the study. How would one find out about these matters? To whom would one address questions? Ordinarily we expect directors of schools to know what is being taught in their schools. In a general way they do, but not necessarily much beyond the general. For one thing, many directors of schools in the Region are involved - almost by the nature of their appointment - in much external and institutional public relations activity. In this sense there are directors who are not primarily taken up with teaching and curriculum responsibilities. Where these latter responsibilities are firmly placed, enquiry could be directed to the person or persons concerned.

This in itself allows fruitful investigation around the working relationships between staff and the manner in which a curriculum is formulated, maintained, monitored, improved upon, reviewed, revised, etc. It requires information about the internal machinery and the degree of institutionalising of these responsibilities, for it cannot be taken for granted that the appropriate machinery does exist, or what appropriate machinery might be, or if the "how" of curriculum building has developed very far in the Region. The importance of such matters is immediately recognised if we remember that one of the purposes of the present study is to contribute to improvement in curricula. Without a school instrument for engaging in such a process, results are likely to be meagre. The device of using the five roles offered the opportunity of asking each teacher to examine whatever it is he taught, in order to identify what he thought was related to the specific role (if anything at all). What was taught could then be broken down into theory,

knowledge, teaching materials and skills. Therefore every subject, class, course or placement theoretically could be covered and would yield a whole range of materials and possible interpretations that could be gathered together, examined and shared with a view to finding similarities and (perhaps even more thought-provoking) dissimilarities; some of these might prove to be novel and worthy of adaptation to a whole variety of teaching in other countries, schools and settings. This device too suggested a way of collecting, collating and analysing the information.

In summary, then, two main lines of approach were constructed; the first was the national plan/job description context, and the second a cross-section of what was being taught, consisting of the roles chosen as aspects of development. In addition, general information regarding the schools, research, library, and work pattern of the students after graduation was incorporated in the formation of an enquiry schedule as a guide during the country visits and interviews.

The schedule addressed itself to:

#### Part I

Questions regarding the social content of the national development plan.

#### Part II

- (a) General questions regarding nature and numbers, etc., of the teaching institution.
- (b) Questions regarding the institution's framework organisation, machinery, etc., including curriculum building processes.
- (c) Questions regarding field work.
- (d) Questions regarding research.
- (e) Questions regarding library.
- (f) Questions regarding graduates.
- (g) Questions regarding the teaching and involvement of staff in external activity related to development.

#### Part III

- (a) Questions regarding the professional Social Work organisation.
- (b) Questions regarding the Council of Social Work education.\* (1)

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\*(1) See the full revised schedule Appendix C. A questionnaire version was devised having been slightly modified and sent to Taiwan, Indonesia and Singapore..... which were not visited by the consultant.

### Limitations

It will be seen that this approach to the study was a very ambitious one, posing many procedural and technical problems. The dimensions of the study were wide and it was impossible to see how they might be limited if a meaningful overall picture was to be obtained which usefully examined curricula in relation to social development. One limitation was imposed by the original terms of reference when UNICEF sponsored the study, i.e., that the study should be urban-located and was not to encompass rural development. Although in a region where a very large proportion of its people live in rural areas, and where national plans, social development, and education and training of social welfare personnel would make little overall sense if they were not properly concerned with such matters, one cannot help but acknowledge that the defining of problems, planning, development, education and training in social welfare programmes, projects and manpower are currently urban-centred. However, time and resources were not available for travel or examination of rural-focus programmes and these were the main limiting criteria.

Limitations were also placed on the number of countries to be visited.

Criteria for selecting countries raised many difficulties, as each country has a unique claim.

We were looking for a balanced selection, countries which were not too big to be encompassed but countries with relatively complex and well-established schools and training programmes, along with countries that had simpler and more recent training growth but with important aspects of curricula to consider - countries where there would be similarities as well as thought-provoking differences, a variety of cultural religious and social conditions. We selected criteria such as the following:

- (a) Publication of a national statement of development objectives with implications for social welfare developmental activities.
- (b) A national interest in community development in urban areas.
- (c) The involvement of social workers in the developmental activity.
- (d) Countries with which the United Nations Children's Fund and the Social Development Division, ECAFE, have had a mutually important investment of time, resources, expertise as far as training and education in the social welfare fields is concerned.

In the event, Korea, Pakistan, the Philippines, Thailand and Hong Kong were selected. The number of schools or training centres had to be limited because of time and as only a small number could be included, the criteria for selection of schools or training programmes was guided by the following:

- (a) There must be a major social work/welfare orientation.
- (b) There must be an on-going institution and not an ad hoc training programme.  
There must be a permanent staff or a nucleus of at least two persons.
- (c) The courses (except where they are advanced and regularly time-linked) should be more than of a one-month duration.
- (d) The schools should be recognised schools of social work, government-sponsored programmes or have a history of United Nations involvement in the programmes.\*<sup>(1)</sup>

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\* (1) The schools visited and those responding to this study are listed in Appendix D.

The most serious problem was one of time. A limitation of nine months had been set on the study project and this was to include formulation of the problem and study design, five or six country visits, collection, collation and analysis of data, the presentation of a report and recommendations. It was inevitable that complete and detailed work on every section of the study would have to be sacrificed for a more operational approach which would allow for the maximum examination of basic issues and the development of methodology as we proceeded. We were also aware of the need for resources to be made available for the process of curriculum building in relation to social development, and when we were able to identify possible areas and ways in which the most productive use might be made of eventual resources, time had to be allowed to pursue discussions despite the fact that this led beyond the immediate lines of the enquiry.

In fact, it early proved unworkable to persistently pursue the lines sketched out in the schedule of enquiry. It became obvious that the questions could not be responded to in a dispassionate manner. Social workers and educators were seen to be caught between the attractions of an apparent internationally lauded conceptualisation of their role and of social development on the one hand, and on the other their own honest confusion and doubts as to its meaning and applicability, generally in relation to their teaching. The study from the respondents' point of view seemed to demand a reappraisal of much that they had been doing and endured over the years and this was obviously disturbing. The feelings and reactions had to be responded to sensitively if information of any real value was to be forthcoming. It might be added that much had to be 'given' in return during the process of the study and that we are of the opinion that such an experience for all concerned is only justified not as a "finding-out" exercise but as an earnest of an intention to provide much in collaborative action. In a real sense social development and the teaching of much that is implied by it cannot be a neutral activity nor

can it be enquired about academically, involving as it does philosophical political factors and personal commitment. The nature of objectivity in such situations is something rather different and is an important area of study in its own right.

This study raises many similar problems to that experienced in the process of consultation across cultures. The precise nature of the skills of advisers, consultants and researchers in such situations are poorly identified and spelled out.\* (1)

In the event a fascinating struggle took place between the attempt to make a study which could be approved by the social scientist and the pressure of time and events which had the more familiar feel of a social work problem-solving activity.

This emerging aspect of the methodology will be dealt with more fully in an appendix\* (2) as it has implications for the work of the international agencies, including research, and consultation.

It need only be said here that the time limit set for the study has diminished its potential value in a very real sense, and that in general, time is a factor very poorly anticipated and allowed for, in the processes of working with people.

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\* (1) It would be useful to follow through the preliminary discussion that took place at the International Association of Schools of Social Work Conference in Manila, 1970 under the title "The Consultant and his Counterpart."

\* (2) See Appendix A.

CHAPTER IINational Plans, Policy, Manpower and Curriculum

"Knowledge leads to virtue.

Knowledge here did not mean technical expertise or administrative skills. The knowledge to be possessed by the ruler pertains to the profound and the fundamental, leaving unessential and practical details to lower people. The ruler cannot perform all the functions of state. It is he who has to lay down the fundamental principles of the government. When he sets the ultimate direction for his state and does so with virtue, things will naturally fall into their proper places. Just as all the stars in the heaven take their directions from, and revolve around the North Star, the masses will take their direction from the ruler. "

Paraphrase of Confucius recorded in Lun Yii

Quoted in "Korean Political Tradition and Law"  
Page 16.

Hahn Pyong-Choon,  
Holl'ym, Korea. 1967.



This chapter explores the national context of policy and planning which might be expected to provide the foundation for building a curriculum aimed at the education and training of personnel who are to play a decisive part in social development endeavours.

Most of the countries in the Region have national development plans and include some provision for social development planning. (Of the countries visited in relation to this study, Hong Kong is an exception. This Colony has "a typically British aversion to plans from the top"; even so, Hong Kong claims to have been the first in the Region to declare "Aims and Policy for Social Welfare" in a White Paper published in 1964).

Slowly even the most single-minded economic planners appear to have adopted conceptually the necessity for including social factors in the planning exercise and it is common for statements of economic objectives to be matched with corresponding social objectives. The general statements of the plans suggest to a varying degree that social development not only concerns itself with raising the material levels of living but includes an expression of the need for social and political structural changes (such as democratisation) in order to remove the road blocks to development, and there is a beginning of an expectation that such changes may of themselves constitute positive elements of progress.

The Philippines, for example, includes such aims as:

"....the promotion of social and institutional change, income redistribution and employment promotion....."

Towards the other end of the social/economic scale of the countries visited, Korea remains very much economic-oriented in its planning. Perhaps this is commensurate with a phenomenally high growth rate throughout the 1960's. For the Five Year Plan beginning in 1972,

"Initially it is anticipated that the emphasis on social welfare services and health services will be in those areas specifically related to economic development."

However, even here the "social" is coming into the development planning orbit slowly. Much of this effort can be credited to the work of the Ministry of Health and Social Affairs, where a very competent group has engaged in what might be called "futuresology" elsewhere; and they have been looking forward through the years 1972-1986,\* (1) periods to be covered by the Third, Fourth and Fifth Five Year Plans. For the present the emphasis is still overwhelmingly on economic investment and planning but the Ministry of health group are speaking in terms of long-range strategies for introducing a social dimension into the National Plans. It is said that there has been a growing acceptance of the idea of quantifying social aspects through cost-benefit techniques. A measure of this acceptable success is that discussion now centres around the validity of figures rather than disputes about whether such figures themselves are possible. However, in a situation where education takes by far the largest share of social investment along with health, social work matters still have a very minor part to play and is considered very much an area for the future.

In Thailand, the "Contours of Social Policy" have been described as follows:

"Thai Planners appear keen not to overlook the importance of social development. Wherever there is a reference to development it is almost invariably qualified by both epithets, viz. economic and social. Further, among the objectives of development 'mobilisation of human resources, promotion and maintenance of social justice, the preservation of social stability have been conspicuously mentioned. Likewise, under the section on 'policies', there are explicit statements of intentions 'to ensure an equitable distribution of the benefits of development' and 'to distribute the benefits of development to people all over the country, especially in the rural areas.' hopes are also expressed that 'public development projects are expected to increase per capita national income and to narrow regional differences in income distribution.' \*(2)

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\* (1) See Social Development Long Term Plan 1972-1986. Ministry of Health and Social Affairs. Republic of Korea, 1970.

\* (2) P.D. Kulkarni "Social Development Planning in Thailand." Section 4. 1. ECAFE, 1967.

Pakistan declares:

"The Fourth Five-Year Plan will be critical in the development history of Pakistan. Its results will be judged not only in terms of the usual economic indices but in its success in eliminating the sense of economic deprivation and hardship from all parts of the country and ensuring greater social justice to various segments of our population." (1)

The creation of a Welfare State in Pakistan is said to derive from a constitutional requirement, in accordance with the peoples' basic human rights as adopted by the United Nations; and ideologically,

"Pakistan is a premier Muslim State and declared Islam Republic. As such it is bound to translate the Islamic concepts of social welfare into practice...." (2)

There would seem therefore to be indications that the position in regard to social development expressed at the Conference of the 89 Ministers in New York is reflected in the general statements of policy of the countries in the Region, even if they are couched in less radical, comprehensive and emphatic terms when appearing in the overall plan context.

We must pause to reflect, however, on the nature of international forums and the "audience" for National Plan statements when we contrast what is said with the chilling assessments made from a number of quarters and perhaps most cogently put in a paper pointedly entitled, "Between the Idea and the Reality: Notes on Plan Implementation."

"A comparison of the resource allocations and targets for growth specified in the medium-term development plans that have been prepared during the past two decades with what has actually happened would hardly demonstrate any decisive influence of the former over the latter. In the literal sense, few plans if any have been "implemented." \* (3)

- \*(1) Press Summary of the Fourth Five-Year Plan 1970-75. Planning Commission, Government of Pakistan, July, 1970. Page 3.
- \*(2) Social Welfare Planning as Part of National Development Planning in Pakistan. Case Study by A.D. Quereshi, UN/ECAFE SD/SW/Ex-in-4, July 1971. Page 16.
- \*(3) Marshall Wolfe - Background Paper No. 5, United Nations Symposium on Social Policy and Planning, Copenhagen, 1970.

It is relevant for us to question whether such policy formulations as appear in the plans provide a sufficiently realistic basis, although very general first step, for working out curriculum implications. In the main we must conclude that the statements remain ideological and aspirational, not for cynical reasons \*(1) but because objectives far outstrip the technical knowledge and resources available to deal with the multifaceted complexities of political, social, economic and material conditions necessary to give reality to the aims.

Certainly to influence curricula in a decisive way one needs to look beyond the very general and non-comprehensive reference points which such national statements and preambles provide to the specific programmes and projects associated with the objectives. Immediately one is confronted with confusion. There seems to be an abrupt shift in scale and a lack of articulation between the broad sweep of societal change referred to as social development in the general statements and the discrete sectorial programmes which appear as specifics of the plan. Partially this is due to the embryonic state of adequate planning machinery and lack of generalist planners to match the longer established and sophisticated economic planning processes which would provide concrete social policy formulations or which would systematically work through the social implications of the economic planning and arrive at truly integrated planning.\*(2) The addition of social sector programmes into national plans does not automatically make for a social development orientation. The situations and problems elaborated upon by respondents to this study provide a daunting prospect if one is looking for a social development oriented social welfare manpower projection which would provide curriculum guidelines.

\* (1) For a discussion of purposes of statements of social goals in National Plans - P.D. Kulkarni "Social Welfare Policy in Asia - a Regional View." To be published in special edition of Indian Journal of Social Work, March, 1972.

\* (2) For a masterly summary of planning and problems see - The Planning and Financing of Social Development in the ECAFE Region. UN/ECAFE Social Development Series No. 1. See especially pages 5-6.

### A review of the responses to questions of planning

In Korea it is said that major difficulties which impede the development of social work are related to gaps in administration between centralized decision-making and local delivery of service. Much will depend on the individual provincial Governor's view of the priorities which should be given locally to social welfare programmes. The Governors (appointees of the President via the Ministry of Home Affairs) make the local staff appointments, release the funds coming from the national budget and raise local financial contributions for the intended services envisaged in the central government's plans. To this end Ministers can provide advisory and guidance services but have few other instruments of direct influence over local activities. Various pressures are said to be in the process of rectifying such difficulties.

In fact, little "social work" activity is carried out directly under the statutory authorities. According to one authoritative respondent "in government service, those trained in social work can forget about social work" as the jobs are largely connected with public assistance and other kinds of administrative activity. Of all social welfare agencies, only 3.1 per cent are assisted by government while almost half of the total are assisted by agencies from outside of Korea, many of these being religious missionary organisations. Many Korean "voluntary" agencies are of an extended family-business type.

Professionalisation of social work in Korea has been slow in coming. There has, however, been a recent survey of social welfare man-power.<sup>x</sup>

(1) The survey reports that sixty-seven per cent of the workers in social welfare agencies who have had at least a high school education had not majored in social welfare or related courses. In social welfare administration, only 15.7 per cent are so equipped.

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x(1) "Survey Report on Social Welfare Personnel" 1970. National Social Workers Training Institute, Korea.

"It was also found that the interest of social welfare administration workers in their work is rather limited and appropriate ways to encourage them must be sought so as to have them work with pride and enthusiasm."

In administration, as is common in the region, the level and length of education tends to be more important than the kind. The job is not considered one in which specific skills are needed. Job descriptions, where they exist, are therefore of a general or rank nature and it is common for personnel to be moved with great frequency from post to post irrespective of their social work (or other) expertise. Much wastage of training takes place. It often happens that as in so many countries, officers sent for specialised training abroad do not return or are soon transferred (if they had been assigned there at all) from the special task for which they have been trained, to other administrative positions, usually of higher rank, but unrelated to their specialisation. Only in a few private organisations do professional social work titles and function-based job descriptions obtain

An attempt to control some of the small and prolific agencies and at the same time to raise the standard of service - which incidentally does indicate a growing acceptance of training in social work - is reflected in recent legislation which makes it statutory for agencies that wish to be legally recognised to have a percentage of trained staff. This has led to a training effort for certification of trained workers. However, this legislation has posed a number of problems compounded by the fact that no budgetary allocation has been made to meet its provisions.

A rough estimate has been made that the number of persons at the present time to be so trained is 3,000 to 5,000. Given the maintenance of present training at the institute or optimistically doubling the rate to 200 a year it is said that it would require between 15-50 years to complete the training of this backlog without taking into account the need for replacements in conditions of chronic field-staff turnover.

The survey is the nearest Korea comes to a manpower projection, and this is based on figures of present posts which have grown up in a somewhat arbitrary fashion much influenced by foreign donor policies. Nowhere are there figures to indicate where and what social workers should be trained for in the foreseeable future to meet clearly defined Korean requirements.

Apart from this rather double-edged legislation, it is said that there is little acceptance anywhere, including at the Ministry of Health and Social affairs, of the idea that there is a recognised professional competence required in social welfare activities. This is one reason why other than in the health field there are no specific manpower analyses and plans. The result is that little real guidance can be found in such official sources to realistically consider the appropriate nature of curriculum for educational and training purposes.

#### THAILAND

The "Planning Structure and Process" \* (1) in Thailand is described as follows:-

"So far, the main emphasis in Thai planning seems to be on sectoral planning. The Sectoral plans are largely based on the proposals emanating from Ministries and Departments. Except for a few Ministries/Departments like Education, Community Development, etc., there are no planning units in them. Since planning is relatively new in Thailand, few Ministries/Departments have picked up the planning techniques introduced by NEDB very well. They would often formulate their proposals as they used to do for the Budget Bureau before planning began in Thailand with the only difference that now the proposals relate to a five-year period instead of one year. It is the NEDB which has to impress upon them that a five-year budget does not in itself make a plan. The NEDB has often to help a Department place their proposals in a developmental perspective and to work out details of cost estimates, period of completion or operation, manpower estimates and equipment needed, etc. The planning exercises are mostly confined to the Ministries/Departments, the Budget Bureau and the NEDB. The changwads (provinces) and the amphurs (districts) hardly participate in the planning process except for CD-ARD areas. This implies that planning is largely a top-level exercise and the administrative units in which the projects would eventually function are mostly passive receivers."

Since the above was written, Thailand has moved into the final stages of preparing its third Five Year Plan

... with major allocations going to security forces. The drawbacks of earlier plans are said to have remained, with planning very centralised - as local autonomy is not possible - and the inevitable consequences both in participation and in implementation.

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\* (1) P.D. Kulkarni IBID - Page 52.

Since NEDB does not really have a research area, data and information collection becomes a problem. A public body, the Applied Scientific Research Corporation of Thailand (ASRCT), acts as a clearing house and a financing agency for research but does not commission research directly related to planning concerns. NEDB describes itself as having the function of orchestrating the Ministries, which are not used to modern planning techniques. The earlier exclusive involvement of officials in Government planning has given way somewhat:

"It is quite new to bring in outsiders on to Government planning committees in the last two years."

The results of doing so are not yet known, but it was found to be a technical necessity rather than the result of a change in philosophy of planning. There are few links between government and the academic world, and university expansion, it is said, is not related to specific manpower requirements but more to the general expanding pressure for "enrollment". It is easier and cheaper, so it is believed, to produce social rather than physical scientists, which is given as one of the reasons for growth in this field.

Thamassat University School of Social Administration states as its objective to produce: "professional social workers to help implement the government welfare services." These have been described thus:

"Four features of the social welfare programmes in Thailand strike even a casual observer. The traditional approach of 'charity' and 'relief' still persists. Secondly, the bulk of services, both governmental and non-governmental, are mainly confined to urban areas. Thirdly, the programme covers less than 15 or just about 20 per cent of the total of 71 changwads (provinces). Fourthly, there are few vigorous, self-reliant voluntary organisations (NGOs)". \* (1)



In 1969, the staff of the school invited the head of the social projects of NEEDB to join them for a discussion of social priorities and social work manpower requirements. A subsequent search for job descriptions began to throw substantial light on the possibility of a direct link between curriculum, graduates, and the emerging necessity to begin forward-thinking in order to utilise social workers for social development tasks. A side product of that exercise was the invitation for the Director of the School to join the Housing Sub-Committee of NEEDB, with the result discussed in the 'Research' section of this report.\* (1)

However, this is all very recent and professional social work is perhaps at its youngest in Thailand, where the religious merit style of voluntary and individualistic charity is still dominant. This means that movement has been slow in the demonstration and appreciation of the true value of professionally trained social workers even within the conventional services and certainly not in the more clearly developmental oriented fields. The very low identity profile is such that as yet there are only beginnings of serious or systematic consideration to their potential contribution to development. Thus, little necessity or pressure is seen to exist generally for a social work manpower review. The school and the profession say they have a long way to go in establishing a formal demand expressed in actual jobs for social work in the social development efforts.

#### HONG KONG

Hong Kong has no National Development Plan and,

"Hong Kong differs a great deal from the planning approach found expressed in United Nations Seminars. Hong Kong's planning is said to be more of a pragmatic kind of project planning 'responding to need as it becomes apparent'".

In the field of social welfare much play is made of the "temporary" and "uncertain" future of the Colony, and such unpredictable events as the recent history of a great influx of refugees, all of which work against the establishment of long-range planning efforts. It is hard not to contrast this caution with the feverish physical and commercial development of Hong Kong and Kowloon and such investments as the cross-harbour tunnel. Be that as it may, where then do we look for curriculum context?

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\* (1) See Page 77.

The nearest to a national statement of social policy derives from the general statements in "White Papers". In 1968 there was an attempt at "Five Year Forward Planning" for social welfare. This endeavour ran into difficulties, which included the fact that the essential basic data related to welfare services was not available. Eventually, the information collected by joint efforts of the Department of Social Welfare and the Council of Social Service became an "appreciation" rather than a policy or planning document, and has only become available in a very restricted distribution in late 1971. There seems to be no plans for publishing this "Appreciation" as it is considered somewhat "inaccurate and certainly out-of-date." However, a policy statement is expected in the near future, with a further "White Paper" scheduled for some time in 1972.

The Social Welfare Department has a very small planning unit (until recently manned by one administrative officer) and is of the project-planning kind. There is apparently little overall planning between government departments which would show recognition that:

"Overall planning includes taking account of the general social consequences, and therefore the effect on other services of expansion in any one of them." \* (1)

Much social welfare work in Hong Kong is undertaken by the Voluntary Agencies; these are subvented by Government and are organised in a well-known Council of Social Service. The Council of Social Service has in the past acted as the machinery of the agencies in their relationships between each other and with government. It has assisted agencies with their own needs in providing service, attempted to avoid duplication of effort, and tried to identify unmet needs. It is reported that:

"In a highly individualistic society with its highly individualistic agencies the energies of the council have not been actively directed to the consideration of overall development and formulation of policy positions."

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\*(1) Dame Eileen Younghusband "Employment - Training for Social Work" Report to the Government of Hong Kong, 1971 - Page 24.

Only rarely (as in a response to the growing popular demand for harsh treatment of offenders) has the Council worked out its position and backed this with a policy statement in respect to broad social issues.

"People do not understand social development", it was said, and the compartmentalisation of the Council into Service Divisions has also worked against grasping the broader social perspectives. Both the Social Welfare Department and the Council have recently made appointments to develop the Social Planning side of their organisation's work.

There exists an official Social Welfare Advisory Committee, which is probably to be serviced by a Social Welfare Department Planning Committee in the near future. The Advisory Committee is expected to give guidance and advice as well as to function in relation to the distribution of subventions. These subventions are apparently decided upon annually, which is probably also a factor in limiting thinking beyond the very short term. An attempt was made to evaluate geographical distribution of social welfare provision, again a joint venture of the Department and the Council of Social Services, but:

"This work was scrapped and it will have to begin again."

Despite the geographical compactness of the Colony and the relative ease with which most people concerned in the social welfare field get to know of each other (and indeed do meet quite often face to face) there is a very strong impression given to people coming from outside that there are inadequate channels of communication of a formal kind with systematic transmission belts of communication.

It is reported that:

"Many responsible people feel that they are not consulted at early stages before decisions which closely affect them are taken."

"There is often unnecessary secrecy about non-confidential matters." \* (1)

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\* (1) IBID - Pages 11-12

There seems to be a general agreement that the hoped for effectiveness of Hong Kong's pragmatic style of response to social situations is impeded by this communication gap even if the responsibility for this is debated.

The process of planning from "the bottom" makes it particularly important to deal with a common problem in the region of the culturally enhanced reluctance of junior staff to systematically report and interpret social conditions in the course of their daily work and the need for reciprocal encouragement and acceptable methods of doing so to be provided by their seniors. ..

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There is at a high level a formal Social Work Training Advisory Committee which is currently attempting to improve its effectiveness by seeking a revision of its terms of reference.

In 1965, a survey of manpower was made, along with projections of vacancies for the next five years. It is of significance to note that in 1965 case-workers and group-workers were estimated to be required in considerable numbers over the period, 272 and 82 respectively, and a "mix" of the two calling for a further 25 by 1971. In Community Organisation only 9 were estimated to be needed by 1971 and in "training and research, 13". \* (1) Curiously, regarding community development the "Appreciation" speaks of "little training of relevance known."

The manpower figures of 1968 seem to reflect the demand for more of the same and did not take into account loss of staff or the possibility of new agencies and forms of service.

The survey reported that of the 638 positions filled on that date, 169 were occupied by trained social workers and it was considered advisable that of the 638, 585 should be filled by University-trained people. Without considering this backlog it was estimated that 73 would be needed each year to fill the projected vacancies.\* (2)

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\* (1) Currently (1971) it is said that 40 workers are in CO/CD practice and trainers (as such) are in very short supply.

\* (2) Currently the expanded University courses provide about 60 per annum.

The survey indicated difficulties in the fact that the output of practitioners was not being met by a corresponding growth of supervisors and that "Agencies may be unable to employ all the social workers they need."

Currently there is a suggestion that there be a new manpower study. It should be relatively simple in a place like Hong Kong to build into the regular information returns from both public and privately sponsored social welfare services a "staff situation" section showing presently employed workers, level of training and future requirements. This would provide an up-to-date picture and make the need for periodic surveys unnecessary or at least less onerous. The Social Work Advisory Training Committee has one sixth of a full time secretary but has no other staff. It is easy to see that with professional workers and research staff to enrich and deepen its capacity for thorough examination, initiation, and well-thought through recommendations, the committee could be expected to play a more effective role.

A senior member of the Social Welfare Department sits on the Board of Study of the Chinese University and, says he, "informally" conveys the possible manpower requirements.

One respondent says that government and university have not worked very closely together and the habit of bringing in outside experts to advise has not sufficiently involved or actively developed the local expertise which is available nor for that matter has grass roots participation developed very far.

Initial steps have been made in the direction of injecting a social development component into planning though this remains rather sectoral and for philosophical and historical reasons not part of a comprehensive development strategy. The need for a coherent manpower picture for social work in Hong Kong for the foreseeable future is acknowledged in many quarters and various attempts continue to be made to set up appropriate machinery to produce a coherent policy and manpower picture. As yet, however, the major lines of policy and specifics of manpower as in countries with different approaches to planning are too sketchy to provide the framework for an appropriately geared social work curriculum to the Colony's needs.

The Philippines has a relatively long planning history and elaborate machinery going back to the 1930's, although it was not until 1954 that social aspects of development were included, as well as the more familiar economic targets. The National Economic Council has three staff offices; one of these is an office of National Planning, and one of its seven branches is concerned with social development. From 1956 to 1960 and again from 1967 to the present, the Chief National Planner of this branch has been a trained social worker. At the Ministry or Departmental level operational planning of two to three year periods is undertaken.

"There are as yet no formal planning units in the organisational structure of any of the implementing departments although the need for them is already recognised. They exist only informally or at the behest of the head of the office. Planning within the context of national development is usually initiated at the department level by gathering together the heads or representatives of the various offices within a single department into an ad hoc committee to prepare the plans to be submitted to NEC. One reason for this is that the direct involvement and participation of the departments in developmental planning is quite recent. When the last major government reorganisation took place in 1956, planning at the departmental level was not then envisaged as previous development plans had largely been prepared by economists. Besides, to date, very few offices have the staff with the necessary expertise in planning. The training of development planners started only a few years ago and the courses are largely focused on economic planning. Each department, however, performs operational planning which is more or less a year to year fiscal plan of operations as required by the Budget Commission." \* (1)

As far as social priorities are concerned, these have been aired by social workers in papers read at the National Workshops of Social Work Education but the author of one of the distinguished papers \*(2) has publicly expressed her concern that "movement from discussion to action does not take

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\*(1) Social Welfare Planning in the Philippines Case Study by Leonora S. de Guzman. UN/ECAFE - SD/SW/Ex-in-1, 1969. Page 14.

\*(2) The goals of Social Work Practice in Relation to National Development - Teresita L. Silva - First Workshop 1967.

"To summarise perhaps it can be said that social work practice in the Philippines has been people oriented but not society oriented and has focused on the individual without sufficiently viewing the individuals and their social environments as whole, hence failing to promote the growth of the parts in relation to the whole. Is this perhaps one reason why the impact of social work practice has not been felt as a force for social change and social reform?"

place." Another respondent laments that, in practice priorities seem to be "established by decree" and as leadership<sup>x(1)</sup> and the situation change there is a tendency especially in the welfare field to "flee from one project to another...abandoning projects...for the new ones." In the early 1960's there seem to have been some manpower projections for child care workers related to a UNICEF project; otherwise manpower requirements are, other than those which appear in a fragmentary way in agency budgeting of a short-term kind, nowhere available in the social work field. The reasons for this are said to be the frequent changes in direction of programme; the fact that job analysis has not been taken very far; and that the work of defining social work functions remains embryonic. The relative size of a Department of Social Welfare's budget might well be general indicator of its influence in social policy and planning matters. In the Philippines (as with most Departments in the region) this is small although the Department has the close interest of the wife of the President; it is also the recipient of substantial assistance from UNICEF<sup>x(2)</sup> and other international sources.

In common again with all such Departments or Ministries,<sup>x(3)</sup> its jurisdiction does not extend into the major areas of what might become developmental social work, although the Department is the major source of employment for social work graduates and the major field work resource for students.

<sup>x(1)</sup> It is only with the recent re-election of President Marcos that the Philippines has ever had two consecutive terms of office for a national administration. Highly power conscious, the civil service has never been realistically able to plan or think seriously beyond four year periods. One planner commented that social planning is long term planning and political conditions are such that politicians and "technicians" theoretically think in different time spans, in practise - the technicians naturally take the one from their masters.

<sup>x(2)</sup> For example, of UNICEF's country aid, 27% goes to welfare in the Philippines, compared to 5% in the rest of the world.

<sup>x(3)</sup> See P.D. Kulkarni.

The Philippines strong in relatively radical religious missions and voluntary organisations, might be expected to have gained strength and impetus from them in the realm of social policy formulation, manpower projections and clarification of social welfare roles. In fact the limited contributions from such sources are similar to those found throughout the region. This narrow focus of the voluntary field despite the strong social work role usually ascribed to them is perhaps well summed up in a study of voluntary agencies prepared by a leading Filipino social worker. She has this sobering judgement to make:

"Social Planning

Volunteers have high prestige in most countries. In spite of this, there appears to be little evidence of joint effort in speaking together as a force for social change. In the face of the enormity of the special welfare needs of the countries, some position of joint advocacy should be discernible. There is a shortage of manpower, talent and resources in most countries. There is lack of real desire and honest effort to study common problems so that limited resources can be used to advantage for effective social planning. For instance, in most countries, the voluntary agencies give more importance to special projects primarily concerned with vulnerable groups..." \* (1)

"Specifically, what is the extent of participation of voluntary agencies in the development programme? Are social development and economic development programmes like the two faces of a coin? If so, to what extent has national development plans in Asian countries involved social welfare to participate in

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\* (1) The Roles of Voluntary Agencies in Social Welfare Programmes in the ECAFE Region. Case Study by Soledad A. Florendo - UN/ECAFE - SD/SW/Ex-in-2 1970. See Page 68.



the planning and implementation of national development plans? In most of the countries, there is little evidence that any significant leadership has emerged from the voluntary agencies as such. This does not mean, however, that some individuals either on the board or staff have not contributed individually to welfare effort. The reference here is to the impact made by the collective agency effort....." \* (1)

Nevertheless when viewed regionally, the Philippines presents a picture of much intellectual and professional ferment in the social welfare field. The sophisticated level of presentation and discussion at its three National Workshops on Social Work Education has been excellently documented and the Philippines, too, through one of its social workers has produced a most interesting account (Case Study) of social welfare planning.\* (2). As the location for four important international social welfare conferences in 1970,\* (3) in Manila, Filipino social workers extended much energy, and social welfare gained not only much prestige but a great deal of professional stimulation.

Geared to producing Masters of Social Work based

on the American model it appears that Filipino educators were "taken by surprise" at legislation which demanded a Bachelor Degree in Social Work as a requirement to practice. Since the passing of this legislation much energy has gone into producing the necessary undergraduate curriculum.

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- \* (1) The Roles of Voluntary Agencies in Social Welfare Programmes in the ECAFE Region. Case Study by Soledad A. Florendo - UN/ECAFE - SD/SW/Ex-in-2. Page 74.
  - \* (2) By Leonora S. de Guzman - UN/ECAFE - SD/SW/Ex-in-1, 1969.
  - \* (3) International Federation of Social Workers  
International Congress of Schools of Social Work.  
International Conference of Social Welfare  
First Asian Conference of Ministers Responsible for Social Welfare.

The Schools of Social Work Association of the Philippines (SSWAP) have worked through many difficulties in bringing together the many Private schools and the government sponsored University of Philippines. It continues with its organisational growing pains and the demands made on the Association in relation to the B.S.W. requirements, and the immense efforts given to the International Conferences have understandably left little energy as yet to spare to implement the views it holds of the graduate schools role in social development, or in contributing to a manpower plan which would form the background for a considerable reforming of the graduate curricula to meet the Filipino social priorities.

The Philippines has an obviously fermenting and vigorous student movement and one hears considerable insistence that what is being taught in the University is "irrelevant" to the nation's needs. Pressure on educators is therefore considerable.

Reference to the three workshops proceedings and to the planning case study make it unnecessary to repeat here much that was expressed regarding planning during the country visit. It adds up to a conclusion that the Philippines is as advanced as any country in the Region in its social policy and manpower thinking but like them all, it is not sufficiently formulated to provide a firm take off point for curriculum building.

#### PAKISTAN

Of the countries visited for this study, Pakistan, too, produced a "Case Study" of social welfare planning. The situation in Pakistan, especially since the case study is such an interesting and detailed one, serves well as an example and a summary of the difficulties in looking for effective manpower guidelines when examining the nature of curriculum.

### Steps in the Planning Process

Pakistan spells out in two chapters a clear exposition of "Social Welfare Planning Machinery" and "Social Welfare Planning Processes" which are impressive. In a paper to the ECAFE Workshop,\* (1) the author of the case study describes the process as follows:-

"It involves a number of steps like; systematic investigation of the social problems, and needs; evaluation of existing policies, services and resources available to meet needs and resolve problems; formulation of a social development strategy within the framework of national development policies and plans; mobilisation of national and foreign resources and technical assistance; quantification of tasks and laying down the bench marks; delineation of goals and objectives; identification and classification of the various sectors and sub-sectors of social development; preparation of detailed programmes, schemes and projects in proformas, devised for the purpose and their phasing; feasibility tests and processing; setting of targets in terms of money, space and time; attainment of consistency, complementarity and balance within the social planning sectors and with economic and physical sectors; establishing criteria for fixation of priorities and deciding them; allocation of resources; preparation of the draft plan; its publicity and release for seeking people's participation through suggestions and comments and consideration by all concerned including the advisory panels, interested groups (like Chambers of Commerce, national and provincial councils of social welfare, prominent social welfare agencies like National Council for Child Welfare, National Association of Social Workers, Red Cross, Soldiers' welfare Board, Educational Conference, National Medical Association, Federation of Labour), and the national and provincial assemblies; modification of the draft plan in the light of various comments and considerations received and obtained; final acceptance by the government and implementation by the relevant agencies, both government and non-government; formulation of annual development programmes within the planned framework and ensuring their reflection in the annual budget; establishing and maintaining a system of

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\* (1) A. D. Quereshi -

Problems and Possibilities of Social Development Planning in the context of overall National Development. (With special reference to Pakistan). ECAFE Sub-regional Training Workshop on Social Welfare and Plan implementation. Islamabad, Sept. 1971.

progress reporting; periodical reviews; and finally an evaluation to provide the benchmarks for the next plan. All these activities include both short term and long term and perspective planning....Sincere attempts have got to be made to evolve a realistic plan of social development in collaboration with the people and the agencies working with and for them with relevant agencies to implement it." \* (1)

Mr. Quereshi goes on to acknowledge: "the fact remains that this aspect of national development planning activity is still fraught with multiple problems and handicaps of diverse nature and immense magnitude." \*(2) He places "foremost among these.... the reality that social development sectors are still given the lowest priority vis-a-vis the economically productive sectors in the national growth models and plans."

#### Planning to Plan

Nevertheless, an equally important set of factors working against policy formulation and implementation can be seen if one examines the long chain of steps in the process of planning quoted earlier. We cannot help but ask whether the steps in the process of planning are not themselves a decisive area for careful planning. There is a need for planning to plan, the whole range of activities in which many efforts, skills and resources must be expended so that "functioning institutions and transmission belts" are created, making it possible for policy and programmes to be more than abstracted generalisations issuing from above, which will hopefully be modified constructively from below. A glance at the list suggests a whole spectrum of tasks which social workers might be expected to perform or contribute towards. We would expect to find specific planning roles strategically located in the agencies and services relevant to the planning process as described. What we do not find are job descriptions which indicate that they have been formulated on the basis of these inter-related tasks.

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\* (1) IBID Page 7

\* (2) IBID Page 8

### Jobs. Effective Demand

It is of course only a start to define the jobs; there must also be a corresponding creation of actual jobs with financial and career prospects, to attract and keep skilled workers at the task of social policy formulation and planning at the various levels of operation. Such a function cannot be left as a part-time occupation or subsidiary skills of "volunteers" or "drafted" experts, but a role for professionals (who do not take the place of such experts but) who can sponsor, stimulate and appropriately channel participation, whether at a grass root or professional and expert group level. This creation (or perhaps identification of existing jobs but which with emphasis will become specifically planning-task oriented) requires a large element of manpower planning and corresponding machinery in its own right. Only in this way can one move from a general expectation to a concrete reality in which it can be seen that the steps actually occur both in substance and in sequence.

### Relating the Trained and the Training to the Jobs

Although Pakistan has clearly stated "the number of service units/projects planned to be established was limited to the number of trained social workers and funds available for them" and the need for trained social workers was recognised from the first Five Year Plan ("the highest priority of all was accorded to the education and training of social workers," \* (1) it is nowhere clearly stated exactly what workers were needed to do what jobs where, and whether the education and training programming produced the appropriately trained personnel who actually found their way into the priority posts implicitly implied by the Plan - or if indeed the posts had actually been created and did exist when the graduates were ready for them. Did the Plan specify the requirements for personnel with clearly delineated responsibility for the various planning functions?

For our purpose a crucial question is: how do we know what tasks social workers are likely to be able to perform (the realistic and acceptable job opportunities) in order for appropriate curriculum to be devised?

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\* (1) UNITED NATIONS SD/SW/Ex-in-4. Social Welfare Planning as part of National Development Planning in Pakistan. (A case study) 1971.

It is true that it is not only government which will provide the job opportunities. In most countries there is a "private" welfare sector. Pakistan indeed has a long religious social heritage of such organisations and given the massive need for social service it can be expected that provision has been made to support the "voluntary" services. Indeed this was a major emphasis of policy in the five-year plan. This sector of welfare, therefore, will also determine the nature of the tasks for which social workers are to be prepared. As planning is a matter of making choices and ascribing priorities, there should be some co-ordinated understanding between the public and the private sector in this matter of manpower. In fact, in setting standards for voluntary agencies and providing for inspection for those receiving grants-in-aid, a potentially powerful mechanism of influencing priority and of assessment in defining of jobs became available.

As throughout the Region,<sup>\*</sup>(1) it is said that the voluntary organisations in Pakistan have not been able to play a sufficiently active role in policy formulation or planning. The Councils of Social Welfare (specifically mentioned in the planning steps) present perhaps a familiar situation as they are assessed in the findings of the studies made of "Private Investment in Social Welfare." <sup>\*</sup> (2)

"These were advisory bodies composed of the representatives of the government, voluntary agencies and prominent social workers of the country. But these councils had no administrative machinery or personnel of their own. They were dependent on the services of the personnel of the Directorate of Social Welfare. The implementation of the decisions of these councils lay mostly with the government. After examination of the minutes of these councils we found that many of their decisions were not implemented. There was a lack in the continuity or the direction of decision making. Many of the decisions were ad hoc or were not followed up." <sup>\*</sup>(3)

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<sup>\*</sup> (1) See Soledad A. Florendo referred to on Page 40.

<sup>\*</sup> (2) A group of studies produced by the Universities of Punjab, Karachi and Dacca.

<sup>\*</sup> (3) "Private Investment in Social Welfare" University of Dacca, 1971. Page 166.

The report also throws light on the administrative role rather than social work function of government social welfare organisers.

"The purpose of such visits as reported by most of the agencies was inspection of books of accounts. Almost no agency reported that such visits were for assisting them in improving the programmes and services...we came to the conclusion that the local Social Welfare Organisers usually visited a distant agency only when it applied for grants-in-aid or only when there were complaints against it which necessitated a visit from the officer." \* (1)

Social welfare personnel themselves regret that this situation is the case but point out that the number of agencies relative to the number of organisers is so large that anything more than trying to keep up with the statutory financial inspection responsibilities placed upon them is impossible. They also say that the voluntary agencies in general resist the idea of hiring professional trained staff - being neither prepared to pay appropriate salaries nor to work out satisfactory working relationships between themselves as lay persons and the worker with "text-book" skills.

The report notes drily:

"the role of the Government in strengthening the private sector through training and guidance was not understood or appreciated by most of the voluntary agencies." \* (2)

"It is surprising to note that many agencies are operating without receiving advice and guidance from a trained social worker. The number of such agencies is alarmingly high (70 per cent)." "Implicit in the scheme of evaluation was the motive to provide supervision, counselling and guidance to the agencies at regular intervals. It appears that, for some reason, when the system of evaluation was put into practice it became synonymous only with inquisition and inspection of the records and accounts of the agencies." (3)

\* (1) "Private Investment in Social Welfare". University of Dacca, 1971. Page 164  
N.B. It will be remembered that similar situations were described in Korea.

\* (2) IBID Page 167.

\* (3) "Private Investment in Social Welfare". University of Karachi, 1970.  
Page 81.

"Participation of most of the agencies in government programmes was confined to the following of the government directives which means just fulfilling the government requirements. It certainly does not indicate a very active participation." \* (1)

"Participation in government-sponsored programmes on the part of the agencies limited to compliance of government directives alone. More initiative is required in this respect. The private sector should be encouraged to make new plans, think of new schemes, submitting these to the relevant government authorities so as to keep the authorities aware of the social problems and needs of the communities." \* (2)

The indications are clear that the private sector has had little to say in helping the planners to clarify manpower problems, and the intentions of the planning effort in relation to social welfare are not matched by appropriate action.\* (3)

It is of course necessary to acknowledge when we are looking specifically at Pakistan (only concentrated upon here by way of illustration) that Pakistan has had to deal with a whole series of serious international and national emergencies - more than enough to undermine even the most ideal planning effort. Some measure of her problem can be gauged by the shortfalls in actual expenditure from that planned in social welfare:

"in terms of actual expenditure, the shortfall in the First Plan was glaring indeed, being nearly 75 per cent. In the Second Plan period the shortfall was only 16 per cent, but, in the Third Plan period, it again rose to 44 per cent; in a small sector, these are indeed big shortfalls." \* (4)

It is inevitable that programme and projects had to be curtailed. However, professional education once embarked upon is a long-term investment and undertaking, and despite the prevailing conditions and the curtailment of service programmes, the schools continued to turn out graduates. The "case study" asserts that the graduates coming from the university departments of social work:

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- \* (1) "Private Investment in Social welfare" University of the Punjab, 1970. Page 83
  - \* (2) IBID Page 101
  - \* (3) This is very much in line with Florendo's finding. See Page 40.
  - \* (4) A.D. Quereshi (Case Study)



"are competent to assume duties in all fields of social welfare; plan, organise, direct and supervise field work; serve in important administrative capacities; undertake social research on issues of social policies and planning; and evaluate policies, plans and programmes." \* (1)

As these schools are the only on-going national institutions offering advanced training directed to the staffing of the social welfare programmes, it might be expected that graduates can and do perform these duties.

It may be implied that the schools turn out graduates with a high-level all-purpose grounding in social work, who then in a laissez-faire way find themselves where they are needed most; one of those places would be in the planning function posts.

The schools would have many reservations about this, both from the point of view of what jobs the graduates actually move into and the capacity of the students to perform adequately in the range of duties mentioned.

At the same workshop where the Pakistan planning process steps were described, a paper was delivered entitled: "Development and Planning for Social Welfare Manpower as Pre-requisite for Social Welfare Planning and Plan Implementation." One of its major recommendations reads:

"There is a pressing need to establish structured channels of communication between the planning commissions, administrative government departments, voluntary welfare co-ordinating bodies of the countries in the region and the training institutions of social work, to determine and to produce the type of personnel needed for various social welfare programmes."

The paper posed these suggested questions for discussion:

- "1. What professional background in your opinion the Social Welfare policy fomulators and planners should have?

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\* (1) A.D.Quereshi (Case Study)

- "II. How relevant are the current objectives and patterns of professional social work education and practice in the implementation of National development plans?
- "III. What in your opinion should be the relationship between social welfare planners, social welfare administrators and social work educators?
- "IV. What should be the role of schools of social work in the formulation and implementation of national social welfare policy? " \* (1)

In fact it is noticeable that schools have concentrated on the conventional Western specialisations and their field work does not reflect that skills have been taught in the all-important areas of policy formulation, planning, and programming or administration. Nowhere has it been reported that a student in training has been assigned to the planning organisations at any government level or to the advisory boards, or the planning levels of the agencies or services indicated in the steps of the planning process, nor yet to any great extent in the social studies commissioned by the planners\* (2) - all matters that we shall discuss elsewhere.

Comments from respondents also indicate that the manpower situation is in an unsatisfactory condition. This examination of the Pakistan material will be seen to be a good example of the problems which are shared in various

\* (1) Dr. (Miss) Rifat Rashid - Director of the School of Social Work,  
University of Punjab.

\* (2) N.B. A curious entry appears in the University of Punjab prospectus of the "Department of Social Work 1970-71, under "Community Development and Organisation" :

"Various methods of co-ordination and role and function of various co-ordinating agencies, e.g., Social Welfare Council, Community Chest, etc., Introduction to these organisational structures may not be of immediate use to the present day practitioners but the idea is given to make use of it near or for future, when the need is felt."

degree and combinations throughout the Region. These problems of course arise from the momentum for change and as a result of the very process and strong desire for action in development and are not the result of inaction or stagnation.

However, the thrust of all these observations is to suggest that though the processes and machinery of planning have been excellently thought out, in practice and in operation no clear and coherent national social welfare policy has emerged from which a range of specific functions requiring different levels and types of training might be defined, so that in turn guidelines might be generally available for schools in curriculum planning. To get the scarce resources of trained social welfare personnel into the position where they can best contribute requires deliberately planned machinery. In this situation it would appear to be a planning requisite for effective planning and effective curriculum building.

Until the political and administrative work is done which will enable an operative line of relatedness to be shown to exist between stated social policy through all the stages of programme, project, manpower, job analysis, job descriptions of different categories and levels and so on, it is not possible to lay the foundations of a curriculum geared and oriented towards the social work professions fullest contribution to social development. There will be a space between the work of the educational institutions and the planning and implementation institutions. The higher the aspirations of, and demands made upon, the profession the greater will be the frustrations. The best to be hoped for would be a series of "space-stations" and individual professional social work "space travellers" negotiating the gaps between need, priorities, plans, education and delivery of service.

The indications are that this is generally the situation at the present time. Much of this work is not primarily to be achieved by education or training.

This does not mean that the full responsibility can be laid upon the planners, for it might be expected that the nature of social work as a profession places the practitioner and the social work educators (who are expected to take leading roles in the development of the profession) and their professional associations in a position where they have much to contribute both through the formal planning processes and through the

organisations and the agencies in which they function - to the growing clarification of the part that social work should and could play in development. Who could be more specific than they? It is a professional task by definition to profess and initiate, rather than to remain passive or merely responsive. What part have the Professional Associations played?

#### The Professional Associations

The Hong Kong Social Workers Association has a 20-year history but is said to remain "weak" and "struggling with organisation", "not united as a group." It has no professional staff whose major concern is the functioning of the Association and relies heavily on the Council of Social Service for its office work. A clerical assistant has been made available but carries no responsibilities beyond secretarial. According to the respondent, the Association cannot claim to have made any important statements which might have influenced the social development of the Colony. Although recognition of the professional is growing and the Social Welfare Administration recognises a need for training, it is thought that this does not necessarily acknowledge that the trained perform more effectively than the untrained. The Association is not represented on the government's advisory committees on social welfare or training. Its most successful venture appears to be its "Quarterly Journal." Certainly the Association makes no claim to have helped formulate social policy or a social work manpower projection.

Thailand's Association of Social Workers functions primarily with the support of the Public Welfare Department. It has not, nor it is said "Likely in the immediate future to play a part as an organisation in national plan or manpower deliberations." Attempts to organise a technical advisory committee have met with little success and influence by the Association would "only be possible through the status position" of a person who might agree to become the Association President. It is said that Thai social workers have not shown themselves successful in organised group activity and joining the Association has meant mainly joining in social or recreational activity (though recently branches have been formed and invite lunch time speakers.)

Korea has "a very weak social work organisation and therefore has had a very little 'political' role."

Pakistan's Association of Social Workers has had a fluctuating history and its National Association is currently defunct. Provincial associations have also proved largely ineffective and only the Lahore and Karachi groups appear to have any cohesion. In the present circumstances of professional fragmentation and the highly individualistic leadership the Association's contribution is dormant.

The Philippines has the most vigorous organisation of the countries visited, though professionals function almost exclusively in the Manila area. The association is said to have played a role in elevating the Social Welfare Administration to Departmental status, and has passed resolutions on such matters as family planning, land reform and community development. It produced a document on "Social Welfare as Human Investment" which went to all congress men and senators. It has also sponsored very well-attended conferences and workshops. The respondent stated that the members 'express' many of the findings and opinions and these are properly documented in proceedings, but in the main, "we express to ourselves.... we discuss among ourselves." Integration between the educators and supervisors remains "an unfulfilled expectation," and co-ordination between agencies and schools: "no such thing." "Only in 1969 did the Association first think of students becoming members." This was followed by a student "break-in-" at the annual conference, when the latter demanded to know "where do all the conferences go?", "after the conference, what?", "what action now?". The President of the Association found herself in the position of defending the conference programme, although she thought privately that what the students had to say was relevant and an appropriate challenge. When the students asked, " 'what now?' - we had no idea! " It seems that there are now more student members than professional members of the Association. (Incidentally, the students were much in evidence at the Manila International conferences. Much impatience is currently expressed by students who continue to ask "what difference is all the talk supposed to make?"). All these dissatisfactions are commensurate with a very high degree of conceptualisation and expectation.

No Association answered affirmatively to the question: "Has the organisation at any time engaged the participation of 'disadvantaged' groups or acted as spokesman on their behalf?".

Students are introduced to the Associations in a general way, usually as a recruiting measure at the time of graduation. It did not seem that students were specifically made aware - either in the course of teaching or by the association's members - of the fact that the organisation functioned as a "change-agent" and exerted a 'political' role by deliberately organising to affect social policy.

The professional associations have the potential of bringing together the expertise of practitioners (some of whom, in their official capacity, cannot play a direct part), educators and social work trained administrators to play an influential part in national development and bring about an increasingly specific demand for social workers to function in advisory and executive positions in the process of social policy formulation and planning. This organisational potential has hardly begun to be effectively realised.

Generally speaking, the Associations do not possess the organisational machinery to fulfil such a role. For example, no association has a professional full time staff member.

If professional social work as a body is seriously aspiring to broader participation in social policy formulation and planning - especially through the roles of participation and institution building for change - and claims to have skills as change-agents, then one must look to the foundations being demonstrately laid within the profession which will clearly formulate national social work objectives, will engage in a systematic examination of their profession's problems; will work out sound approaches to the impediments in constructing their own internal planning machinery; and will create their own effective organisational structure.

It was surprising to find that planners do not hesitate to pass the opinion that social workers and social work educators have played no more than a negligible part in social policy formulation and planning.\* (1)

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\* (1) Pakistan is an exception. Far from dismissing social works contribution, the planners freely acknowledge the role social workers have played. It is the social workers here who are more likely to question the value of their own contribution.

Equally surprising is the impressive array of planning activities that the educators report that they are engaged in.\* (1) However, it seems that these activities are nearly always of an individual contribution kind, rarely involving the educational or training institution beyond a limited extent.\* (2)

Individual members of associations have made important contributions also and may have spoken unbidden for a passive membership but they have rarely been spokesmen representing well-debated and official association positions.

It will suffice for the moment to observe that throughout the Region the social workers who serve in these potentially influential capacities express the view that as important as their role is in theory, in practice it is very much peripheral to their "real" tasks (a kind of spare-time activity which comes to them by reason of their status positions

- \* (1) It is of the utmost professional concern that the educators who have served on major national and local policy formulating and advisory bodies in the course of planning process have a number of disquieting things to report.

Here is an example of such a concern:

"Committees are often a matter of reporting what the organisations which the members represent have been doing; advice is rarely taken, and some issues are often repeatedly discussed as though nothing had been discussed before. Minutes are taken but not in the operational sense of what was decided previously, or in ways that give a sense of continuity. The committees and boards seem not to be serviced by a specific secretariat or staff."

What strikes one is the tone of worldly-wise inevitability of many of such comments. The existence of these conditions of poor working machinery and skills in committee and advisory work by and in the presence of professional social workers is perhaps an indication of both the cause and effect of the low esteem in which social work is held.

- \* (2) The 'invisibility' of the planning practices engaged in by social workers which makes for difficulties in learning or teaching from experience is discussed in Chapter VI.

as much as for their individual talents.) Preparatory work for their deliberations in their part of the planning machinery seems often not to have built-in continuity nor does there seem to be adequate secretariats to maximize the contributions that they are capable of making, nor does their permanent work systematically support their planning function.

Such a situation has serious implications. The wide range of effort that social workers engage in and the outstanding contribution of many exceptional social workers have not been harnessed to organisational structures in such a way that the overall impact nationally and locally will add up to results fully commensurate with the time and energy expended.

In a literal sense social work is not making an organised contribution and this happens at many levels. Here it is important to remember that it is not only at the national level of planning or through legislation that social policy is evolved and planning is necessary.

The Region's professional thinking has as yet hardly been brought to bear on the problem of mobilising and concentrating efforts, by developing an organisational structure which will effectively distil the rich daily experience of the profession.

It would appear that this lack of effective organisational machinery, (the provision of which is part of institution-building,) has become one of the major problems facing professional social work particularly as it attempts to take on a developmental role contributing its specific social situations understanding to wider contexts of knowledge and action.

The problem of constructing machinery within the profession, within the schools, and within the planning processes (and between these) becomes a professional core problem which we must examine, share, and creatively resolve in collaboration with others frustrated by the same difficulties (and who may have other expertise, which will complement ours, to bring to bear on the difficulties.)

Until we have begun to deal with this core problem of organisation, and see our role defined within such a perspective, it seems likely that the contribution of social work to social development plans and strategies will remain disappointing for all.



Included in the organisational problem is also the dual responsibility of the practitioners and the educators in finding ways of contributing not merely at many levels to the clarification of social aims and objectives but in developing familiar and new skills and knowledge which can be both learned from and used in these emerging areas of professional practice. This practice has then to be systematically passed on to those joining the profession by translating it into the most effective forms of teaching.

From this point of view the evolving of curriculum geared to social development must rely upon the effectiveness of professional organisation in managing such matters and it might well be argued that a major contribution would result from resources directed to the improvement of such organisational structure.

Recommendations incorporating such a possibility will be made later in this report as similar conclusions are reached from other directions.

This chapter has attempted to examine how we have fared in the Region in responding to and initiating efforts to identify the main lines of social policy, worked through into a social work manpower projection, leading to specific jobs to meet defined social priorities, and this in turn providing a guide to the problems set for us in working out the nature and content of our curriculae. ALL WHO HAVE DISCUSSED THIS MATTER ARE IN ACCORD THAT IN PRACTICE NO DISTINCT CHAIN OF ACTION LINKS IDENTIFICATION OF SOCIAL PRIORITIES WITH THE APPROPRIATE TEACHING OF PERSONNEL.

Many links in such a chain have been forged here and there - it awaits our putting them together.

CHAPTER III.RESEARCH

"But unlike things in the world of nature, social and cultural phenomena possess local peculiarities that sometimes defy generalisations derived from limited studies elsewhere, and here is where a great need is felt for local research in social sciences - a need in some way far greater than that in natural sciences a need which is felt all the more in the sphere of planned social and economic development which has now become a declared government policy.

Planned development requires reliable data for successful planning. But reliable data do not grow on trees. They are gathered only with painstaking efforts, in terms of human determination and ingenuity no less than time and money.

.....Although in theory the university has the right to pursue knowledge for knowledge's sake, in practice the university in a developing country cannot well afford that traditional privilege, and instead should relate the research as far as it is practicable to the development needs of the country."

Professor Taeb Niranidhi  
Rector of Chululalongkorn Univesity.

"Social Science Research and Problems of Development"  
Chulalonkorn University Social Science Research Institute  
Bangkok, 1970.

Research is the foundation of knowledge on which rational action and teaching must stand. The importance of research in the field of social welfare is everywhere acknowledged. This chapter examines the place of research, its impact and relationship to action and the curriculum.

It has been a commonplace in the Region that there is a serious absence of social research. It therefore comes as a surprise to find long lists of researched subjects and theses \*(1) which the Schools of Social Work produce. The quality of all this material cannot be assessed here, but the quantity is unquestionable. However, most of the material is found to be unused, and its function in the main has been as an exercise to meet academic (or perhaps pseudo-academic) institutional requirements for certification. Once this ritual has been performed, the material is usually relegated to gathering dust on a shelf, where it often remains uncatalogued or is perhaps occasionally used to illustrate method in the process of teaching another group of students to fulfil the same requirement.

The impact that any of the material has had in bringing about change is poorly or not at all recorded and teachers, researchers and students, when asked, can only give a very few examples of what the research may have achieved. Certainly successful outcome is not commensurate with the efforts expended. Very few students go on to become full-time researchers or to spend substantial time producing research during their professional lives. Many, apparently traumatised

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\* (1) For a preliminary list of research and theses see Appendix

by this prototype research experience, appear to become contemptuous and cynical both towards research as a discipline and their teachers' rationale of its value. Students tend to see research as inflicted upon them, and teachers when pressed will agree that in practice this is what the research requirement is - as differentiated from what purposes are "hopefully" expected.

A review of the research teaching in Schools of Social Work and Training Institutes and the research 'impact'.

Seoul National University teaches methods of research rather than skills in its programme for undergraduates. The small number who work for the graduate degree are required to produce a thesis. The National Institute for Social Work Training (NISWT) "teaches basic research principles", "how to do research" by "talking about methods", to a number of trainee groups in order for them to "understand results obtained by other persons."

The financing of research is considered a real problem but some money is channelled by the Ministry of Health through the NISWT, who aim at producing at least one research project a year. NISWT "supervises" the project and sometimes their own teaching staff is involved, but farming out of the project is common. Family planning funds from abroad have also stimulated research through the Korean Population Council. The Ministry of Education channels funds to professors and specifically a staff member of Seoul National University produced a library study: "Historical Study of Korean Dynastic Welfare Programmes." It is in the sense of funding that research has been commissioned, but this only means that the general area of study has been supported (e.g. family planning, etc.,). Criteria other than the above are stated as "generally what is important" and "suitable research areas," according to "usefulness." This is sometimes

puzzling. For example, it is reported that "a study of abandoned children" said to be important was not subsequently supported. It was argued that though this had been a pressing problem earlier, it had diminished since the end of the war.<sup>K(1)</sup>

Again, although funded, some areas of research - into poverty for example - were subsequently frowned upon as "not our problem now." It is reported that a research project to examine statistics which were thought to have derived from a rather shaky basis of fact had to be withdrawn under pressure.

Respondents are willing to discuss "many plans for research" but these seem to be ideas rather than formulated plans. Research reports tend to be written up in a general way with general advocations to "government", or are addressed to an audience imagined to be the one which the funding agency represents. The research is used by the teaching and training staff but details were hard to find. The linkage of research to teaching was described as "very loose at present." Research is acknowledged as "a good thing" and an academically important function and is said to be sometimes used in "informal contact with Ministers, or at various advisory board levels."

It is usual to publish and distribute research material, but the material and distribution do not appear to be aimed at specific targets for utilisation in policy, programme or project. It is

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<sup>K(1)</sup> There is in fact a remarkable number of children in institutions in Korea, many foreign-financed, dating from the war years, and some people argue that in trying to maintain their function, the institutions artificially boost (in extreme cases, may even encourage), the continuation of institutionalisation as a way of resolving familial and economic problems.

said that individual ministries have shown some interest, but as yet no institutionalised machinery or pressure group exists to take the social issues to the economic planning board or policy level of deliberation. No specific examples were given of action following the distribution of research material. There is general agreement that the "impact of research is negligible." Indeed it is hard not to stress the rather dispirited condition of the social research climate conveyed in many discussions.

### Pakistan

Pakistan social work education is at the graduate level in the universities, and both at the University of the Punjab (UP) and at Karachi University a research report is a requirement for the Master's programme. The UP prospectus outlines the requirement:

"It is a directed and guided learning experience in practising the methods and techniques of social research. The objective is to develop some skill and confidence in the use of research methodology.

This practical experience in the application of research methodology is carried out with real problems either through individual or group studies.

It involves selection and definition of the problem for study, reviewing relevant literature, preparing research design, data collection, tabulation, analysis and writing of research report."

Karachi describes social research and statistics:

"This course will equip the students with tools and techniques which would help in the scientific observation of the social phenomena, in the objective analysis of social issues and situation, whereby conclusions could be drawn for a more effective implementation of programmes and the planning of projects in social welfare."

However, there seems to be general agreement with the statement of one respondent:

"Though the intention is to teach for 'production' (of research), in effect the result is some understanding as a consumer - it becomes mainly an exercise for examination purposes and therefore does not really succeed in its objectives."

A further comment maintains:

"students lack curiosity or interest in finding out - it is part of the culture, fatalism, acceptance, being told what to do. Interestingly undergraduates from the physical sciences appear much more interested in research and show more initiative and curiosity."

Nevertheless both UP and Karachi (in common with Dacca, Rajshahi and the two institutes of child welfare) have been "commissioned" to undertake research sponsored by the Social Welfare Section of the Pakistan Planning Commission, administered by the Economic Research Section of the Commission. Examples of this kind of study are "Social Welfare Service Institutions in West Pakistan" and "Private Investment in Social Welfare." Studies have also been made on slum youth, the eradication of beggary, and a survey of homeless babies, sponsored by UNICEF. Various sources have also commissioned studies on destitute women, Girl Guides, eradication of social evils, attitudes to family planning, student unrest (a study of student facilities), food adulteration, and television viewing.

Generally speaking, it is said that if students participate in research they write up their work "for examination purposes." If the research is to be used beyond this academic certification exercise it is re-written by staff members or an outsider. The majority of research efforts seems in fact to be extra-curricular and provides staff with supplementary sources of income, which are of importance for poorly-paid professionals who are expected to maintain a high status in their communities.

Most students meet requirements by writing a library study thesis, though there has been a move to encourage more interviewing and questionnaire activity in their work. Studies by groups of students have also been accepted in recent years. It is said that generally "students find it difficult to select a topic" and faculty decides if the study "is suitable and if the time factor has been taken into proper account."

Some effort has been made to examine social work education and social work students themselves: "Social workers in the Making," a study produced by students enrolled in a Research Methods course at Dacca, is one of these.

The University of the Punjab, School of Social Work, has conducted perhaps one of the most thorough pieces of self-research in the region, "Effectiveness of Social Work Training." This is an important evaluation of the school's social work programme. It was sponsored by the U.S. Department of Health Education and Welfare and took some seven years to complete by the staff of UP (there was an interruption due to factors outside the University's control). It is of interest to note that this admirable self-examination turned out to be "worrying for other departments of the University" and a quest for "what should be the criteria for setting standards was seen by others as an uncomfortable insistence on standards." Notwithstanding, the University administrators gave the department its full support.

In view of the unique nature of this impressive piece of work and while acknowledging the technical difficulties which broadening of the study would have entailed, it is perhaps unfair to note that "effectiveness" was not examined from the point of view of graduates in post, or from the point of view of the graduates' employers, nor were the social welfare needs of the country and the views of the social workers' clients taken into account in determining effectiveness of the school programme. This, of course, would have been a very tall order.

UP states that up to the year 1966, 58 per cent of all theses were related to determining social welfare needs, 36 per cent of all theses were related to investigation of services and the remainder were investigating practice.



The head of the Social Welfare Section of Pakistan's Planning Commission pays tribute in the national development plan to the contribution of the universities' research to social welfare planning, but the full impact is not clearly spelled out and there is a note of caution in which such gaps as "unreliable data and statistics" are mentioned.

Some suggestions by respondents when asked about the impact of the studies were as follows: "The study of voluntary agencies contributed to the policy and programme of grants-in-aid."

The food adulteration study "went to the relevant department. Inspectors have modified work patterns."

The eradication of social evils study went to the commission of that name. The attitudes to family planning study was also submitted. In both these cases "we are not sure how they were used."

The student unrest - facilities study, was taken notice of by the University Committee for Student Affairs. "In conjunction with the students, hostel rules were changed and a new hostel provided."

In regard to the study of destitute women, "the original idea of providing a residential institution was changed to the provision of a workshop."

The effectiveness study led to modifications of the school programme; the recommendations that "family planning," "income security," "social security should be included in the programme," and that students should be equipped with "techniques of social action and public education"

have been "responded to." In family planning, demography and motivational techniques "but not clinical aspects" have been introduced into teaching.\*<sup>(1)</sup>

"Social security" (which had always been taught) was expanded and currently six graduates are associated with such services. Economics became "Labour and Co-operatives in the Pakistani setting."

School social work has been developed and administration is included in the case-work courses. Foundation courses were changed so that sociology and anthropology and social cultural elements became "Man in Society." Field work arrangements were modified.

The Child Welfare and In-Service Training Institute in Lahore reports that it has collected data for research of an evaluative kind into its programme, though this has not yet been analysed. Previous evaluative material has led to modification of training programmes.

A glance at the great number and range of studies produced in Pakistan (see Annexe) is truly impressive. However, it would seem that the degree of "impact" is not commensurate with all the effort.

### Hong Kong

Hong Kong University has built a group research project into the field work programme, with the aims of stressing the importance of planning based on facts and emphasising that social work research is applied research; it therefore "differs from the more usual course in research methods in sociology."

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\*<sup>(1)</sup> It seems that 13 graduates have in recent times moved into family planning executive jobs. The whole field is still a delicate one in Pakistan.

Specifically, a study of the community needs in relation to a local hospital was later taken up as a student project. This led to the setting up of a Community Advisory Council to the hospital. This advisory council identified the need for health services for school children, which the students then took up in order to make a study of these needs. A survey has also been made of the relationships of doctors to the hospital, which deals, for example, with the use made of the facilities, and the role of traditional Chinese medicine. This area of study is expected to lead to an invitation by the hospital, and a programme, to encourage expanded use of the hospital facilities and services (laboratory, casualty, etc.,) by the local doctors.

A collaborative study with the Social Welfare Department was made earlier in relation to a community development programme on the housing estate, but this has not yet been published. Fears have been expressed that the rather unrosy picture that the study provided might be a source of embarrassment.

At the Chinese University, research is optional and can be offered instead of a paper. The aim is to teach students to be consumers of research but it is hoped that "they can undertake simple research as the need arises." A staff/student enquiry into the financial situation of students is said to have resulted in an improvement in the care with which financial allocations are made to students.

### Philippines

In the Philippines the graduate schools aim at teaching the production of research, though the social work graduates usually produce theses.

At the Asian Social Institute, in a programme just getting under way, the graduates have to meet a requirement of "active

participation in research projects of the Asian Social Institute," This is managed not by the school of social work but through a separate research department that describes its function as follows:

"Research projects are undertaken at the request of religious, civic, government and educational agencies as well as industrial and business firms. The research department offers the following services."

Under the "sociology section" it offers:

"research on pastoral sociology research on the Filipino family, studies on Philippine social conditions, community development studies, project feasibility studies, special surveys and studies. The department also offers services on labour and management, credit unions and co-operatives and conferences on social action."

The Institute will only take up studies which have been commissioned in this way (see Appendix and note specifically that each study is designated as being for a particular sponsor.) The Institute says that before taking on a study it tries to satisfy itself that there are real intentions and plans to follow through in action the implications and recommendations arising from the study. It is too early to say what part the social work students have played in the studies to date or what the full impact of these studies amounts to. However, the conscious intention of only producing studies for use and the testing out of this policy by requiring sponsorship and providing consultations is an important means of institutionalising the process of subject selection, teaching, production, and utilisation of research, which merits wide consideration and possibly emulation. (This still leaves open the question of what should be researched, although the formula of this Institute does guarantee that someone is going to be interested in the result, as is not necessarily the case in other institutions.)

The Philippines Women's University (of which the Philippine School of Social Work (P.S.S.W.) is an affiliate) publishes abstracts of theses and research projects and the students are required to supply the abstract at the time of submission of the work. This excellent practice might well be instituted elsewhere, for many schools indicate the intention of getting around to doing this abstracting when they have time. This is a small but good example of institutionalising a function within the curriculum rather than depending on staff effort outside of it. The students and staff spend much time on the choice of the problem to be research or the thesis topic, "but not enough goes into thinking about what are the pressing needs to be researched - uppermost is the need to pass and what will be as easy as possible to understand - itself a reflection of what we are doing in teaching."

"Students find it so hard to finish and have so much anxiety with the theses."

(students are allowed to submit their thesis within a number of years of completing the rest of the curriculum).

"What use is made of the research or thesis? - a tragic area." "We have not organised ourselves to use our research findings." "After finishing the thesis the students may well leave the agency - there are changes in administration in the agency - some students say that supervisors have used their research, but there is no real evidence of this."

"It might be possible to do better work by accepting a thesis or research by a group of students" but this has not yet been explored with the Academic Council.

"Commissioned" research has mainly been undertaken by staff members. One study led to the creation of the City Department of Social Welfare.

"The study was of particular use because coming from the school with its high reputation it supported those who were urging such a creation but had little status of their own and therefore their argument had carried little weight."

At the time, the staff had "never thought of using the students to do such a study - in those years there was a gap between staff and students". The school had not initiated the study but was called in as a "friend" and "status group."

"The social workers of the city would not be listened to by the mayor and the committee that called for the study used it as a device for gaining authority."

In this sense the school had contributed to the action that followed.

Another staff study was sponsored by the Asia Foundation and concerned itself with the applicability of the concept of "self-determination" and "confidentiality" in the Filipino context. The concept was modified to include the family structure in the Philippines so that it became "family determination" and "confidentiality within the immediate family." This is now "mentioned" in the history and philosophy and method classes. One respondent said she would like to teach concepts from researched material rather than from "canned social work literature." It is also said that the schools although nearly all based within Manila, have not yet developed the habit of truly sharing on a really rewarding professional basis. This applies to research and thesis findings also.

PSSW provided a survey team, including practicing social workers, following the Taal Volcano disaster some years back. The students were given the task of making observations and of reporting back on their findings. The material collected in this manner on the "behaviour of people in time of crisis" was used in teaching. A proposal for a rehabilitation centre was apparently made but it is not known what happened in this regard. However, an indirect outcome was the passing of legislation setting up a disaster fund, but it is reported that this in fact was passed before the results of the study were made known. There never was a follow-up subsequently to the study, which at the time attracted much interest and attention and gave the school deservedly much satisfaction.

An interesting contribution followed when a senator sought the help of the school, resulting in a "survey report" of the "Barrio San Antonio squatters' area."

A present staff member of the school who until recently was a student is one of the few social workers who have involved themselves in any way in land resettlement which is a burning issue in the Philippines.\* (1) It is said that there has been very little involvement of social work people in this important area. (Although the Asian Institute is accepting students who have had experience and are expected to return to such projects in the south of the country.)

The Department of Social Welfare of the government has a research unit which also services its training programme. Originally the research was largely of a quantitative statistical administrative kind, but in 1968 a research division was set up with a budget of 30,000 pesos with a similar contribution from UNICEF. The Division now lets it be known what research money is available in what areas of interest and outsiders take up the study. The UNICEF funds seem to have been instrumental in switching research efforts from case work to group work subjects. The Department of Social Welfare also conducts "in-house" studies of their own and have undertaken a number of "experiments" such as:

1. Social data gathering teams, i.e., instruments and systems (for volunteers, community centres, etc.);
2. Computerising information ("development of standard intake forms");
3. Delinquent rehabilitation (using a social functioning scale for testing foster home care).

The latter has been interrupted by difficulty arising between centre and local government authorities in the financing of personnel.

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\* (1) In this case one notes that the choice of the subject for meeting the school degree requirement was in the main stimulated by a relative of the person conducting the study.

The Research Department has assisted in formulating the Department's plans by collecting "base-line" data for targets, e.g., number of people we ought to serve, type of characteristic problems, etc. This comes from secondary sources such as census, surveys and that found specifically in the National Plan in data regarding the disadvantaged, etc. The Department's production of literature, which is supported by UNICEF, is being used in the Schools of Social Work. The Division's work is said to be "appreciated by the 'in-public', but perhaps its impact is too little on services." One study well worth mentioning is, "A Survey of Training Needs for Social Workers." The main aim was:

"to secure an inventory of training needs...."  
By this inventory, problem areas may be identified  
which training may be able to resolve."

A preliminary report has been produced. It does not indicate whether consideration has emerged regarding what training will resolve which of the identified problems.

In one part of the study respondents were asked under a section "Human Relations", to check a list of "specific weaknesses".

There were 18 items: Low morale; Loafing and absenteeism; Improper Behaviour; Discourtesy; Complaints and grievances; Tardiness; Dishonesty; Insubordination; Destructive competition and bootlicking; Discriminations in promotions; Lack of concern for employee welfare; Lack of time for recreation; Poor communication among officials and employees; Borrowing and indebtedness; Clique groups; Lack of initiative; Improper use of discretionary powers; Exploitation.

The Department's "executives" and "supervisors" confirmed most of these as weaknesses.

It is of interest to consider how many of these items are primarily amenable to resolution by training.

Another feature of the study which raises all kinds of questions regarding the proper function of training and the content of education



is that :

"all but one of the respondents ("Direct Service Workers", 48% of whom had obtained the Bachelor of Science in Social Work degree, thus significantly equipped with the basic requirement set forth by the DSW for direct service workers. Graduates in allied courses made up 43%." )

selected "Basic Concepts and Principles of Social Work" as "an area of knowledge to be acquired" and only two did not list "Professional Ethics."

Currently a major training effort of the Department is given over to the area of Family Planning which did not appear as content in the study.

at the University of the Philippines, the Social Work Department and Community Development have recently come together to form the Institute of Social Work and Community Development (ISWCD). In doing so, a close link has been made with a Research Council which is in effect independent and thus possesses a high degree of freedom of action, although it is directly related to the President's Arm of Community Development (PACD). This is the Community Development Research Council set in the University of the Philippines. The Council administers 100,000 pesos, of which 65 per cent go to research. Faculty members of ISWCD are on the Council and three studies are being conducted through the Council by faculty members:

1. a study in decision making;
2. a study in grant-in-aid;
3. a social economic survey of 244 households in Mindanao.

Students, especially in the community development field, will be encouraged to apply to the Council to support the research that they must engage in to meet the University degree requirement. Regarding the use made of the considerable research material (see Appendix) of the CDRC, it was said that "requests for material are growing." CDRC are being asked to provide papers for international organisations such as ECAFE, and the Philippines Constitutional Council has asked them to frame a resolution regarding "Barrio Development."

On the other hand, it was mentioned that many studies are rather negative to the PAOD organisation (a measure of the Councils freedom of action) but it is "not known" whether the recommendations that appear in the studies are being "accepted".

At the Workshop of Social Workers, Students and Educators, held at the University of the Philippines in July 1971, it was said that "lack of research ability of staff impeded teaching of research." The Institute "plans to provide a seminar for both staff and graduates on the methodology of social research with an action research orientation." The Social Work faculty currently are not engaged in applied research, but do conduct library research, produce articles and so on. The CD Department is a new one and there has not yet been time for students to get far into the research requirement.

The criteria for projects which guide a Community Development thesis committee will be the "relevance" of the problem to the field of CD; "will it test certain theories or assumptions or field methodologies?"

There is a preference for students to come up with their own subjects, but this is sometimes difficult for a student to do, and the thesis committee could come out with specific problems which students could consider. Some priority areas it is said might be:

"research into local governments, decision making by women in cultural minorities, participation, co-ordination of agencies, family planning, role of community development in urban centres, problems and processes of development (sociological focus, etc.)". \*(1)

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\*(1) There was an element of tentativeness about persuading students what to research. This contrasted interestingly with one teacher's conviction that the legal requirements regarding co-operatives were dysfunctional. He was sure it could be shown that, for example, number of members and capital requirements should be lowered to make co-operatives work. However, a research-action programme involving students had not been considered.

It was said that thesis making did have "a tendency to become an end in itself and that there was also a tendency to proliferate information." Both sections of the institute wish to make abstracts from all the theses produced to date and will then select good studies, consolidate these in readable form and distribute them to "consumers" - "those organisations where the material might be most useful."

The social work students at the graduate level "seem to have a great fear of the statistical knowledge required for research." They are "totally free to choose their thesis topics, but some students have to be helped." The rationale for this freedom is said to be that they would have "more motivation." The fact is that at the University of the Philippines the students feel that this particular requirement is an enormous obstacle and years often elapse before they actually produce; sometimes they do not produce at all. The expressed objectives, reflected by Faculty (which counter the students' idea that this is an academic torture), are in terms of:

"contributing to the body of knowledge, the profession, resolvment of social problems (at least a beginning that some one will pick up and take further) etc."

When questioned closely, teachers will agree that in view of what happens to such material, these stated purposes for research or theses are merely a "hope" or a "like-to-think" - "mythology."

#### Students

"will often make a study of the familiar setting in which they work; in fact most go unpublished and although they are said to be "shared with the agency" we don't know if the agency uses them."

"Two studies of the same area conducted over a five-year time span show nothing has changed."

A study in the field of family planning (primarily a medical field") showed something of motivation and the possible role of

social workers.

"We like to think that we can see impact in the way in which the Department of Social Welfare sees family planning as a major programme for the family" - "I mean we have contributed."

But this study was completed after the family planning programme decision was made.

A group of ex-students who occupy "high positions" in the community centres say they are going to utilise the findings. The centres are expanding and the programme is considered "developmental."

"Guidelines could be derived from the theses and where staff are at a loss in developing programmes they are advised to consult the theses;" "we like to think that the quality of service is being improved from the effort, but we do not know what it is."

A religious group in Jolo Island is going to sponsor a service recommended by "an action-oriented study" (the study deals with demographic features). The studies are used as teaching material by some faculties and students are encouraged to look into the studies, but this is "not consciously and systematically done."

#### A Summary

In summary a respondent said: "I think in terms of impact they (the studies) are not much good."

This comment is perhaps a rather harsh judgement. It might well be argued that the research and thesis efforts of the students are primarily a learning-teaching device, and that it is unreasonable to expect too much from such in the way of impact. This argument may be reinforced by saying that the responsibility must lie with the practitioners or a social action-oriented agency set up with precisely such a function in mind or that the professional association of social workers should have a standing group to scrutinise all such research with a view to any contribution they can make specifically to professional activities.

The premise that some such institutionalised structure should exist, could hardly be in dispute. The fact is that such a function exists nowhere in the Region and graduate schools might well be considered a good starting-off point to move toward such a process and to teach its students to handle the link in the chain of formulation of problems, research, data collecting and so on up to the point of implementation, evaluation and beyond. (How this might be achieved we shall return to later.)

What is clear is that students, with a fair degree of justification, will even openly say they are appalled by the "irrelevance" of what and how they are taught.\*<sup>(1)</sup> The research and thesis writing is often a long drawn-out and painfully debilitating affair which both teachers (privately) and students (clamorously) assess as largely an academic certification ritual. There is a small number of students who are beginning to move into a growing market for full time research in the social field but most graduates never actually conduct research of a substantial kind during the rest of their professional lives.

It seems that the theses and research studies gathering dust in the schools of social work, whatever one makes of their quality, adds up to a really substantial quantity of material and are if not the major, at least a source of research available to the profession which deals directly with matters intimately related to the profession's field of operation. There surely is a strong case for building into the curriculum an important consumer emphasis ("how we make use of research and thesis material") with consumer skills taught and practised.

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\* (1) For a discussion of the positive aspects of student unrest, see Rachel A. Levine "Education for Social Work Today". American Orthopsychiatric Meeting, Washington D.C. March, 1971.

Currently there are few if any agencies which exist where this can be taught and where they do exist they are not the agencies where students are at present placed for field work. A case for building this into the school curriculum must therefore merit serious consideration. It certainly would mean a reorientation of the role of the teaching institution to the community, to the profession, to the relationship of teacher to student, and of theory to practice, and would thereby alter the nature of the curriculum. It would to our mind be a vital developmental factor. How this might be achieved and a fuller reason for doing so will be discussed later.

It might be observed here - and this observation will be repeated and elaborated upon elsewhere - that social workers often appear to be doing peripherally "in their spare time," extra-murally, the important things that contribute to a "developmental orientation" in their teaching and practice. This matter of research and thesis writing offers an extreme example of a situation where much work is performed and goes to waste for the lack of a clearly thought out and honest purpose; the means of gathering such material together; and institutional channels for working towards and ensuring an effective contribution. Where the thesis or research material has been used and had impact it often seems to be the result of a happy accident.

#### A Research Project in Thailand. A pointer to what might be?

A superb example comes from Thailand, where a rich contribution is being made right up to the national level by research projects conducted by the School of Social Work at Thammasat University. Let us consider one of these research efforts as a "case study."

The Applied Science Research Corporation of Thailand (ASRCT) is a co-ordinating organisation of research and research funds in the country. Under a UNICEF-sponsored programme seeking an international overview "Social Development in Marginal and Peri-Urban Areas..... with particular reference to the needs of Children and Youth", Thammasat University was commissioned to undertake a study on "problems

of slum dwellers and factors affecting relocation" based on the Manangkasila slum area in Bangkok. This early research engaged members of the staff and some graduates of the school who were unemployed. (There is a number of problems associated with using the current students for such a study, not least of which is that the hours given by the students could not be credited towards the degree requirement. The school is a government one, administered through the Office of the Prime Minister and "faculty cannot be too independent"). However, with this Manangkasila study under way, a further study was proposed (funded by a private foundation "Watana Panich", who had a number of inter-connecting interests) to look into the problem of the slum squatters located on Port Authority land at Klong Toey. The school was concerned at the time with the possibility of overstretching its resources and perhaps being drawn into a touchy public subject. However, with the encouragement of a UN adviser experienced in social research (David French), who at that time was attached to the school and was eager to demonstrate the organisation and methodology of such a project, it was agreed that the study would be undertaken. The study was to take well into account the field of urban community development which the school was interested in strengthening as an area of current social concern and for which the training of students was important.

The situation leading to the commissioning of the study arose from the fact that the Port Authority, as a major contribution to national economic development, was to make a large investment in expanding and modernising the port of Bangkok through which something like 90 per cent of the nation's imports and exports pass. Settled on Klong Toey behind the harbour, on the marshy swamp land owned by the Port Authority, were 25,000 squatters and it was this area which was now scheduled for development.

The public image of the squatter was one of an itinerant, unemployed, shiftless, delinquent person with many other such negative

connotations involved. The shanties which had sprung up are not provided with public services which are available to other parts of the city. If for no other reason than that, the acknowledgement of the existence of the squatters by any government department would in effect be tantamount to recognition of their right to be on land owned by the Port Authority.\* (1)

Before the school became involved in this matter of the Klong Toey study, another quite unrelated development occurred which was to have some importance. The school engaged with another UN adviser (Francis Yasas) in a process of examining the curriculum. A beginning was made in reviewing the curriculum from the "ground up" instead of the more usual process of modification from within. That is, questions were asked about social conditions, programmes and job descriptions, in order to identify the appropriate curriculum content. (This procedure certainly should be examined more closely as a basic approach to curriculum building).

It was decided to call in for consultation the chief of the Social Projects Division (Dr. Vinyu) of the Thai National Economic Development Board (NEDB) to talk to some of these areas. The NEDB responded to this at once, the Director of the school considered asking a member of NEDB to sit on the curriculum committee and in turn the Director was asked to join an advisory group to the NEDB. It so happened that in this case the group was the housing study committee.

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\*(1) Throughout the world it is not uncommon for squatters to be driven from their shanties by force and their homes bulldozed; there is sometimes a whole range of inducements or solutions offered to the unfortunates (without their participation) from "above", though many find they have to fend for themselves. It usually happens that the public cost of the social disruption which follows such a "solution" does not fall on the budget of those owning the land or on development budgets, but on other departments and persons - public and private - so that the "evicting" authority has little stake in or concern for the somewhat "underworld" persons who are deprived of their "illegal homes". Certainly funds and resources are sometimes provided to meet such contingencies but there are few examples anywhere in the world where this operation has been undertaken fully with dignity and humanity, and successfully or even satisfactorily.



It later transpired that the Klong Toey study began to provide hard facts about the squatters which until then had not been known or available to anyone. Far from the negative image that people had of squatters, a remarkable picture emerged.\*<sup>(1)</sup> For example, 93 per cent of all household heads and 33 per cent of all persons, adults and children, were working at the time of the study. Far from being itinerant persons, they were found to be a highly stable community with very little crime and other such activities which had been ascribed to them. They showed great industry and ingenuity in constructing "homes" on marsh land which had been considered unsuitable for building or any other purpose without considerable preparatory investment. A very large number actually worked for the Port Authority and within the Port. A resettlement of the squatters elsewhere on the periphery of Bangkok would therefore have serious consequences for maintaining the labour force in the docks.

A strong case could then be made for showing that far from being a drag on the taxpayers, the squatters of Klong Toey actually subsidised the city. Not having to pay the high rents that speculative land purchase and building forces upon many residents of the city, the people of Klong Toey are able to accept the very low wages offered for their labours, which those living elsewhere would be unable to afford and accept. In this sense much of the manual and unskilled work of the city is financed by the low wages and the low cost living of the citizens in Klong Toey. In addition, very little public expenditure on services finds its way to Klong Toey compared to other parts of the city. It will be noted that this data and the interpretation that follows from it were derived from the social survey conducted by the school. A brochure of the facts

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\* (1) See Klong Toey: A social work survey of a squatters slum. Thammasat University Faculty of Social Admin. School of Social Work. Bangkok, August, 1971.

with pictures - a lay version of the study - was produced and distributed and drew much interesting comment publicly. \* (1)

The squatters of Klong Toey had provided over 4,000 dwelling units at no cost to anyone but themselves and at an estimated one-tenth of the cost of the lowest low-cost government housing.

It so happened that the UN adviser to the school subsequently moved over as adviser to the NEDB. The Director of the School, it will be remembered, was on the housing committee. It sometimes happens that such advisory groups get bogged down in generalities, and as a respondent from another country put it, "they become talking shops." But here the Director of the School was in a strategic position, was in possession of, and contributed the hard facts and figures derived from a careful study which had important things to say and many implications for planners, in a way which planners could understand and respond to. It was possible to raise such possibilities as "site and services" (good standard slums) and an alternative policy and timetables for the Klong Toey clearance could be worked out by the committee. The NEDB moved to take up the whole matter with these rather unexpected insights very much in mind. This chain of events from study to planning at the national level happened somewhat fortuitously and was an happy exception to the rule enunciated by the representative of an international organisation operating in the Region, that "most of the research in most countries never reaches the policy makers, and that which does is rarely in a useable form."

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\* (1) One problem relating to government slum clearance, and low-cost housing is that the housing turns out not to be very low cost, and there is a tendency for the lowest paid groups, for whom it was originally intended, not to become the tenants in the housing project. A better paid stratum of society either gain access through "unofficial - official" channels, by buying the tenancies, or by giving key money to those for whom the housing was intended.

Our case study does not end here, however, for the School of Social Work has now sponsored a proposal to UNICEF (which required and obtained government approval) for the funding of an urban community development project in the Klong Toey squatters slum. The purpose of the project is to set up a community centre specifically to:

- (a) help plan the resettlement of families being moved out to permit Port Authority development;
- (b) improve living conditions for those continuing to live in the slum over the next five years.

Secondary purposes are to provide a field work training and research unit for the use of students and teachers in the Faculty of Social Administration at Thammasat University.

We see here many positive factors which all social workers will applaud, such as the possibility of a programme involving the participation of Klong Toey citizens in their plans for the future, and the fact that the relationship between students and citizens has rehabilitated the image of the squatters from their earlier status of "non-persons with very few rights," to worthy citizens who literally and symbolically count, with whom the students can and do identify, so making the squatters potentially a social and political group (in the most positive sense) - a group with potential support from an educated upper class group (the students and the University) so that they must be seriously reckoned with. There is the attendant possibility that there could be a breaking down of the 'them and us' relationship between government and people in the process of reformulating and implementing the development objectives. From our point of view it is important to note that the study, along with all the learning and sense of involvement which has been and is being engendered, has effectively contributed from its research effort to the very real possibility of reinforcing the school staff and expanding the value of its field programme in a very important area by way of the proposal submitted to UNICEF. This and much more should provide professional satisfaction of which the School can rightly be proud.

This case study makes it all seem simpler than it in fact was, and gives - in hindsight - order and direction to matters which apparently did not seem particularly connected at the time. It is no reflection on

the persons concerned (on the contrary) to maintain, however, that much which took place was somewhat expedient and accidental, although skillfully handled and pursued. But at all times these connected events were viewed as somewhat peripheral to what happened in regard to teaching at the school and its curriculum, and to some degree even antithetical to it in that it drew off scarce teaching resources.\* (1) The question to be raised, and it is of great importance, is IS IT POSSIBLE FOR OUR SCHOOLS TO DELIBERATELY PLAN FOR THIS KIND OF CHAIN OF INSTITUTIONAL FORMS FOR RELATING RESEARCH TO IMPLEMENTATION WITHIN THE DAILY CURRICULUM STRUCTURE OF THE SCHOOL SO THAT ITS TEACHING AND ITS STAFF/STUDENT ACTIVITY CONTRIBUTE TO DEVELOPMENT INTERNALLY AND EXTERNALLY ON MANY DIFFERENT LEVELS AT ONCE? This Thai example stumbled upon seems to give very valuable guidance as to the directions in which we might begin to think for curriculum revision.

The problem does not seem to be one strictly of content, nor can we usefully consider model curriculae (there are many such gathering dust and representing much expensive and painful individual and international effort). The problem seems to be: how does one provide roots and nurture so that content is gathered, refined, replanted and grows, becoming a living expression of a professional and educational institutional dynamism? Should we not seek the wherewithal to create and develop curriculum before we can usefully consider "content"? Currently it is as though we were trying to construct shadows without understanding the need for producing and maintaining light.

What we should aim at is perfecting machinery for making content meaningful operationally in the community, and for knowledge building, teaching and learning at one and the same time.

One of many possible beginnings is provided here for consideration.

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\*(1) Genuine concern had been expressed about the diverting to "developmental things" of the scarce social work teaching resources that Thailand possesses. The research obviously was to consume much time and energy and it was feared that it might pre-empt the tasks involved in teaching the large number of students in the faculty. The situation of the school and its priorities were clearly under question.

### An Approach for Discussion

What would be the effect of building into the curriculum a process along the following lines? All students would be expected to be competent "consumers" of research and from this point of view would need to understand social research method. Some students would elect to be "producers" of research, thus learning research skills. Students would need to be taught the more general skills of coherently collecting and connecting information and ideas, to present these cogently and consistently and to argue a case intelligently. This should be a major teaching objective and could be met by requiring seminar papers and presentations.

Small groups might collaborate in a research project or a thesis with an appropriate check to see that each student was contributing a fair share. (Professionally, it is likely that social workers would - and should - work together in such endeavours and this collaborative skill is as important, if not more useful, than the more romanticised lonely academic effort we often subscribe to unconsciously).

Whether students were engaged in research or theses, they would not have a totally free choice of subject matter. It would be the responsibility of the practitioners and the educators to select priority questions and subject matter - priority, that is, according to social and professional priorities and needs, and the possibility of effective use of the material researched. <sup>x</sup>(1) (The student, relatively inexperienced, is in no position to make this kind of judgement). <sup>x</sup>(2)

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<sup>x</sup>(1) See Virginia A. Faraiso "Social Service in Latin America: Functions and Relationships to Development." Economic Bulletin for Latin America Vol. XI, No.1. April, 1966. (Full details given on following page - page 85.)

<sup>x</sup>(2) Working collaboration between practitioners and teachers in this matter of judgement of priorities and needs requires specific machinery. The nature of this machinery in each country might well be the subject for a workshop leading to assignment of specific responsibility. See recommendations on page 203.

\* (1) Footnote referred to on Page 84. (Virginia A. Paraiso).

Social workers should be trained to make use of the findings of basic research in their practice as well as in the formulation of social work conceptions. At the same time, they should provide social researchers with information as to the areas of basic research that would have bearing on social service. This is an essential co-operative relationship between the social researcher who tends to direct investigations to general social phenomena and the social worker who should translate into action and practical achievements the result of such investigations.

In operational research, which should be within the competence of social workers, the following topics are suggested for priority, because they would provide important basic information for programme planning and implementation:

1. Contributions of social service in the promulgation of social legislation.
2. Differences between the written law and its operation in social service.
3. Effects of legal provisions on the operation of programmes and their compatibility with social work principles.
4. Social welfare needs of people in rural and urban settings.
5. Inventory of existing social service facilities and measurement of their adequacy.
6. Identification of elements that can be used as bases for comparative measurement of costs and effects.
7. Identification of elements that can be used as bases for determining priorities and allocations.
8. Identification of areas of relationships that social service is replacing with its activities, and an evaluation of the effects of such replacement, i.e., institutions for children on parent-child relationships, subsidized workers and communal restaurants on family relationships, mothers' clubs on mother-child and husband-wife relationships, etc.
9. Effects of programmes on the lives of beneficiaries - relationships, attitudes, behaviour and general ways of life.
10. Effects of local authority or its weakness on the development and administration of programmes.

Many other operational and organisational aspects of the functioning of social service can be the subject of studies that can be made by social workers themselves within the limits of their daily work activities. Besides the practical value of such endeavours, they also serve as "morale" builders and as incentives for free and objective communication among professionals.

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Indeed, the rationale for the choice of subject matter might well be presented by the teacher in the form of a model social analysis of a situation which would also demonstrate the specific need for information and the practical value of obtaining it. The element of choice for the student could take the form of a selection from a short list of such subjects, or in an exceptional case he might be allowed his "own" subject if he can make it his own by arguing as effective a case as is presented in support of the "official" list.

Currently, recommendations to be found in the average student's work tend to be insufficiently thought out and somewhat unsophisticated in content and in relation to the way in which things actually work, happen, or can be brought about. Furthermore, interpretation of research and recommendations for action should be seen and differentiated as skills in their own right and quite distinct from research skills. This being the case, it might be of value to acknowledge it for curriculum purposes. Research and theses produced in this first phase (and carefully selected material produced by other researchers along with public documents such as census material, etc.,) would then systematically become the material presented for the second phase - a "Social Policy and Programme Planning Seminar". (SP and PP). This might well be at a time when the producer of the material had graduated, but the students in these seminars would themselves be concurrently involved with preparing in turn their research or thesis contribution.

The function of the SP and PP Seminar would be to identify the new knowledge which the material supplies; to work out its implications for policy (or alternative policies); and follow through from these to realistic considerations of programme or changes in programme, manpower requirements, new or refined job descriptions, training needs, factors of timing, finance, etc. Should it be found that supplementary information or testing of some assumptions is required, such matters would be referred back to the current research list and in time both sets of material would be returned to the SP and PP seminar.

Teachers would provide the seminar with resources as discussion developed in relation to each research project, and experts and consultants would be invited to talk on specific matters as they arose in the process of formulating policy and programme related to the problem under review, which the research had focussed upon. Much theory would be elaborated upon as the seminar proceeded with its practical focus and provided opportunity for illustration and illumination.

Subsequently a third phase would be undertaken in a regular Implementation Seminar. This seminar would be provided with the research and the policy and programme formulation produced by the preceding seminar groups and would have the function of working out implementation "strategies". The seminar would need to collect information and find out about the actual decision-making processes at the various levels of action relevant to implementation of the specific matter under discussion. In this way the working of power groups and individuals, and techniques in exposition, in gaining support and in selling ideas would have to be explored. It would be the task of the seminar to spell out what would probably have to be done with whom, when and how, and what materials in what format would be needed and be appropriately delivered, etc., in order to have specific programmes initiated or altered. A realistic social action programme would then be formulated, including arguments for and against, the implications of one strategy as differentiated from another; and judgments in regard to the effectiveness of approaches and techniques would be documented in the formulation.

A fourth stage would then be reached, when under appropriate supervision and support, the research programme and strategy documents would be handed over as a field work assignment in which one or more students, depending on the situation, would be involved in following through, documenting their progress, their success and failure; in this process they would be evaluating - by the outcome of their efforts - the work that had preceded. At the least this would provide very



substantial "case material" which, amongst many other purposes, could be used as both hard information of what was done and as a basis for the development of theoretical constructs leading to an indigenous-based action theory and against which broader derived theory could be illustratively examined.

In the course of these seminar processes the school would be involving the staff in practise and in theory-building at the same time. Students would immediately see the relevance of the steps of identification of problems, research, progression through the various stages into action and would no longer think of these processes as "subjects" to be inflicted by academics, with research as a major hurdle in which their efforts only culminated in academic accreditation. In the controlled learning situation the student would be fulfilling the role, and trying out procedures, that he might be expected to continue for the rest of his professional life and in which continuing learning (for which the school programme was only the prototype) would become a professional habit rather than - as is often the case - an isolated episode for students, and a struggle for academics.

In discussing this possibility, one respondent mentioned problems that had arisen in gaining access to public documents and figures in the course of pursuing a research project. This situation might well be one placed directly in the "Implementation Strategies Seminar." There is every reason why problems of this nature should be carefully examined in analysing the various courses of action, their strengths and weaknesses and the carefully weighed arguments centering on ways of proceeding to obtain what is wanted. It happens too often that results are expected from isolated efforts such as writing letters, supporting demonstrations or similar activities which are not thought through, co-ordinated or supported. The Implementation Strategies Seminar should begin to make it professionally habitual to carefully think out and think through co-ordination and properly supported persistent multi-faceted and well-timed approaches. The profession needs to draw upon an increasingly sophisticated practise constantly refined by experience and informed by growing

theory devised from social analysis, diagnosis and planned action, using the growing armamentarium of techniques. Careful observation and documentation should lead empirically to an understanding of what action is indicated or contra-indicated, given the nature of the situation.

A curriculum which included the chain of seminars outlined above obviously would have implications for teaching institutions, current curriculae, students and teachers alike. It would be time-consuming, and would demand profound changes in the relationships between the institution and the community, and the staff and students. It would hardly be possible to add it to what we presently have, for it requires a "cafeteria" style curriculum rather than the more familiar "set-course banquet", and would require much from teachers and the practitioners. However, if the many obvious (and probably many not so obvious) difficulties could be ironed out, this approach would present advantages. It offers an integrating mechanism for both practise and theory, and, if done imaginatively, could begin to deal with the problem of what our selection should be from the enormous range of content and theory related to social problems and human behaviour. We could perhaps minimise core content in exchange for core activity and alert the student to the immense possibilities of what remains; emphasis on the learning skills of how, where, when and through whom to find out the content when he needs it will serve him better in the long run (as more and more data and more and more theory mount up and as conditions rapidly change). This seems more rewarding than trying to decide upon a semi-permanent curriculum content with so few of the future direction facts of the student's professional life currently known to us. What we would be attempting is to impart a professional method of learning, in the few years at our institutions, which will start him on the path of finding out the facts and doing things methodically with them for the rest of his life. This kind of knowledge cannot grow obsolete and "irrelevant" so quickly as so much of our teaching has in the past. Hopefully the meaning of theory and the need to know what is happening

elsewhere will follow from a firm base of seeing, doing and knowing what is happening directly in one's own domain; this then becomes accessible to the student out of his growing self-confidence, whereas currently he is inadvertently undermined by the emphasis on alien ways of doing things in alien situations, which tends to make theory an abstraction from alien experience rather than an integrating conceptualisation of much that is familiar.

It is recommended that an attempt be made to interest a school in the region in thinking through the full implications of such an approach with a view to testing out such a teaching procedure. Full documentation of the preparatory thinking, organisation and on-going comments, should be a built-in part of such a project - along with an evaluation. A full account of such a project should be written up and a manual or guide lines be produced for other schools who might wish to undertake such a restructuring of their programme and teaching.

A curriculum embodying such an approach as advocated here raises questions about the level and abilities of students recruited into our teaching programmes. A high level of self-reliance, initiative and motivation is obviously required. Some of these matters will be discussed in the chapter on "Ways of Learning."

CHAPTER IVWAYS OF LEARNING

".... the focus needs to be on the planning of the educational experience rather than to outline study of content. The student will find many ways of picking up more content as he needs it if he has been helped to see its meaning and its relevance to social work."

Ralph Tyler  
At a curriculum workshop, 1960.

"Learned men are the cisterns of knowledge,  
Not the fountain heads."

John Northcote  
Table Talk.

"Much learning doth make thee mad."

New Testament  
acts XXVI 24

In a general way much comment has been heard about the differences between 'Western' students and students from the developing countries. If such differences do exist and if the growing emphasis on the learner rather than subject in the field of social work is to be taken seriously then a vital factor in curriculum building will be to consider carefully who the students are; what they bring with them; and the way in which they learn. We will need to move from general comment (which usually faults western style curriculae) to specific educational diagnosis of the common learning patterns of the students of a particular country in order to formulate indigenous learner-oriented curriculae. This is an important step in moving towards the greater sophistication of a teacher/tutor formulation of a particular student's educational diagnosis.

In order to obtain information in this area of concern respondents were asked:

"Do you think that the way students relate to you expect to be taught, and the way they learn, are markedly different from students in western countries?"    Yes \_\_\_\_\_    No \_\_\_\_\_

"If 'Yes' what specifically are these differences?"

and

"How has your teaching been deliberately accommodated to these differences?"

Only 8 respondents answered 'No' to the leading question. Four of these respondents then proceeded to qualify their 'No' answer moving them somewhat towards 'Yes'. The majority of the respondents did answer 'Yes'.\*(1)  
Here is a selection of responses:

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\* (1) 49 respondents answered this question. 27 said 'Yes'.  
14 could not make a judgement.

A selection of responsesDifferences

"With a few exceptions, yes. Our students do not work as independently, are not as strongly motivated, do not read as much as their western counterpart. They are also chronologically younger and to some extent more immature and less responsible. Many of them seem not ready for the kind of treatment many of us want to have them experience: as equals (rather than the 'old' or 'traditional' Filipino authoritarian teacher-student relationship which invariably led to 'spoon-feeding' of students), who can be depended on to act responsibly and independently."

"Students do not, on their own, analyse concepts nor do they compare viewpoints unless instructed to do so - are not research-oriented and do not easily go to any 'pains' to read as many materials on a topic. These study habits necessarily need to be developed at such an advanced stage of their education (college level) as these were not developed at all at the pre-college level. Also, our students need a lot of help in translating principles to a specific situation and adapting them accordingly and dynamically. I have tried to emphasise the seminar-discussion type of session."

"The Filipino student is imbued with traditional values that make her relationship with the teacher, expectations and way of learning, different from the western students. For instance, most Filipino students look upon their teacher as the authority figure. It is important for the student to be approved by her teacher (or those in authority), so that her relationship is greatly affected by this value. It is rare to see students disagreeing with their teacher because of their fear of authority. Still there are other values like the 'hiya' and 'pakikisaama' which also have tremendous influence on the relationship with the teacher, her participation in class and her expectations from her teacher. It is common to find Filipino students who expect to be 'spoon-fed' in their education. They expect the teacher to supply them everything about the course."

Differences (Cont/d.)

"Students find difficulty in locating materials that are relevant to their learning needs. Although part of the learning situation requires them to know how to locate such materials, the students always expect teachers to hand out or tell them where the materials may be found. This makes the library almost a guided teaching area where teachers show their students where materials may be located. We find the younger students to be more resourceful and energetic perhaps, they are more readily stimulated to seek for the relevant."

"Philippines students relate to teachers as images of authority, as parental surrogates at times and hence, minimally questions teachers ideas unless motivated by teacher to do so; they expect to be 'spoon-fed' with knowledge; and they appear to learn more by absorbing from the teacher than through class discussions."

"Cultural factors and values are variables. Here students don't volunteer because of 'hiya'."

"Authoritarian set-up in the home is evident in the school performance."

"More outwardly submissive - waiting to be told. Hesitant in discussion or in offering criticism. Do not criticise each others views as offered in as the opinion is not divided from the person as a friend."

"Students are only comfortable in theory - not reality. They memorise excellently and write clever papers using others ideas - they are no good in discussion. Will ask: 'Why did you do that?' (question or disagree with me) You are my friend!"

"(a) Reluctance to discuss ideas with teachers or classmates in leaders' presence. In Britain some students are reluctant to talk too - but the proportion is lower. This tendency by students makes the role of a teacher who wants to clarify attitudes/values very difficult.

(b) a preference for being told the right thing to do."

Differences (Cont/d)

"Not exciting - not interested in ideas."

"Differences of culture and the way of believing in behaviour towards the elder."

"More dependent on teaching and the lecture in the classroom."

"What we call 'spoon-feeding'. They take notes of every single word of the instructors' lectures. They do not want to study in the library."

"Participate less in the class."

"Thai students trust teachers, obey teachers, and are humble."

"Don't like to search for new knowledge from reading, etc."

"Students lack curiosity or interest in finding out, cultural factors of fatalism, acceptance, being told, etc."

"There is a tradition of passivity and there is not one of independent work. The status lady-charitable-givers of the agencies used to tell the workers what to do also works against independence and real participation."

"Students expect to be spoon-fed - do not like independent work."

One view expressed is that the calibre of student work is deteriorating and that this is due to poor preparation at school and at home:

"Creative thinking is lower in recent years. In the past students were older, had already been employed, had experience and were much stimulated by an international group of consultants. Today there was a growing emphasis on having a degree rather than skills, and students were demanding more facilities and less knowledge."



Differences (Cont/d.)

Students show more "respect".

"In the West there is little social distance, leading to freedom and frankness; fear is dispelled and questions do not annoy or make the teacher angry. The Pakistan pattern retards the process of learning - hesitant to ask questions across the distance."

"....Western students responsible for their learning, get frequent assignments and reading expectations."

"Students have difficulties in verbalising, are slightly perturbed at being asked to find out for themselves, expect to be examined on what the teacher has said and often wait until just before exams to memorise. Expectation that lectures, notes and books are 'authorities' - do not expect to question or argue, have respect of elders and 'believe'."

" Students feel that competence in job is less important than personal influence. They are not eager to study. Social work has poor status and lacks professionalism. Students are eager to graduate in order to become government officials."

"They expect to listen....."

"Chinese characters were learned by rote and memorising; this has influenced the whole style of learning."

"There is stress on the "obedience" patterns:

"They expect to listen - they prepare presentations very well, but in a limited sense - not nearly as active as abroad - attitudes train them to be listeners."

"Followers - not initiators."

"..... but youth are beginning to think of democratic education - are in conflict with tradition..... increasingly 'against' but not clear what they are 'for'."

### Non-Differences

One respondent thinks the similarities are more important than the differences. He argues that it is not the Western concepts which have led to confusion, but the fact that what has been learned abroad has not been translated into his country's context. He says that the "point of need and entry" is what differs, with material need requiring priority."

One teacher dissented from the prevalent view of differences, pointing out:

"Students are some two years younger than Western counterparts, so I can observe some differences in maturity."

Another 'No' respondent added:

"Except that in many cases they lack the initiative to improvise."

While not thinking students are "markedly" different, two respondents commented:

"Students are more diffident in venturing opinions, at least until they have built up confidence and know one quite well. Intellectually they are as good, possibly better, certainly more deferential than Western students to the staff. Having been used to being spoon-fed at school, it takes some time for them to adjust; but I find that if I expect students to work on their own in an adult way, they respond and perform well and are certainly very conscientious."

"Perhaps greater deference to the tutors by Chinese students, and a longer time is taken to become comfortable in seminars and tutorials. Chinese students are both prone to cramming and memorising."

Accommodation of differences

To accommodate differences which teachers say exist between their students and Western students (for whom the curriculae being used were originally devised) teachers report a number of teaching approaches:-

"Discuss the differences openly, as a cultural difference, and find out whether it is a value which should be clung to or discarded."

"Link in discussions the students' role concept in seminar with what they themselves expect in working with groups in the field. Analysis of class group interaction. Role playing. A good deal of discussion in lectures and seminars on value conflict and how handled."

"I am very clear and explicit about class assignments, expectations from students, deadlines, readings, papers, etc. Where possible, I distribute mimeographed copies of readings, articles which may not be readily accessible. But I still use certain techniques that will help students become more responsible, independent and resourceful."

"Accommodation has to be made to the fact that Western democratic family and social life and high regard for independence differ from the old obedience patterns; however, criticism goes on very shrewdly 'behind the curtain'."

"To lessen the distance between student and teacher and to encourage more independent work-discussion-forum way of teaching is adapted."

"By creating an atmosphere of trust and confidence, being sensitive and kind to them, doing away with all checking, reassuring them that they are able to absorb the necessary knowledge, and stimulating them towards self-study. Their response is touching."

"I do give more structure to classroom teaching than I would do elsewhere. I make concerted efforts to reach out to them and talk to them - outside of the classroom to begin with - so they feel more comfortable in communicating with me."

"I have tried to emphasise the seminar-discussion type of session."

"I am perfectly aware of all the traditional values interwoven in the Filipino life. In my classes students manifest these values in varying degrees. Some are totally dependent on what the teacher says, shy to speak out, argue or even ask questions. There are, however, those who are articulate, intellectually curious and quite aggressive. I try to accommodate these differences by being more sensitive to the reaction of the class, encouraging the students to express their thoughts, invite debates with the class and myself. At the same time "feed" them with substantial materials pertinent to the course. Assignments like the individual and group reports motivate the students to seek knowledge and information from different sources, other than those already supplied by the teacher."

"Class preferences have been discussed and structured. Reserve has been respected."

"I provide the theory in the first part of the course; the practical application is the students' responsibility."

"A tendency to be more authoritative to meet some other expectations."

"I allow more time than I would in Western universities for the students to assess me and for me to make my expectations of them clear. Once students realise they are not going to be spoon-fed, they work well; once they realise that they have to take the initiative in, e.g., finding references, reading material relevant to projects, etc., that their opinions and ideas will be taken note of and discussed and that they can criticise my statements and criticise theirs, a more happy relationship ensues."

"Try very hard to correct them to know the role of being good students. Not to take notes of every single word but to listen with understanding. Always I used to give examples of my past experience to students."

"~~Making~~ them accept my method of teaching at the first session."

"Lectures, punctuated by periodic discussions and oral presentations by students."

"I start where they are and from their expectations but gradually involve them more in knowledge building through class discussions if and when I am able to encourage them to form and contribute their ideas accordingly."

"Discuss values that are operative and how to deal with them."

#### An approach for discussion

It will be seen that it is widely agreed that students in the Region find a high degree of self-responsibility for learning and independent study habits unfamiliar. Authoritative relationships at home, in school, and in service are very much part of the milieu in which they and presumably their teachers have grown up. The idea that both staff and students are part of a company of colleagues in search of knowledge and skills is not common in the Region.

In social work we hold to such important premises as self-determination, participation, and the notion of growth from within; this, along with the growing understanding that learning is far from a neutral intellectual activity, but is intimately connected with relationships, emotional involvement, social climate and - specifically when teaching knowledge applied in human situations - requires learning by doing. When considering the nature of the curriculum and the

the selection of content, the learning patterns of students as well as the methods of teaching are therefore of primary importance.\* (1) For it is not just a matter of covering a similar content by improving techniques but involves the whole student and the instution in which he or she is taught. Much is caught rather than taught, and where the student, and the society in which he moves, are, will determine, or certainly should determine, content.

What the student can learn, retain, integrate and use imaginatively and creatively will be much influenced by his inner and outer experience in the learning situation; much attention must therefore be given to the harmonising of the institutional structure of the teaching situation and its climate with the way in which the student responds and can be helped to respond to it (i.e. starting where the student is).

From the material presented one can see that individually (and presumably as teams of teachers), there has been a sensitive attempt in many places to adapt the how and what of teaching. This is particularly commendable because for all kinds of reasons it is very rare for teachers in social work (or for that matter in most universities anywhere) to have had any formal training in teaching or in curriculum construction.

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\* (1) "Findings suggest that if the total range of the educational programme is considered, these influences are more than the curriculum itself, but these powerful influences are not usually taken into account in considering the curriculum."

"Building the Social Work Curriculum,"  
Council of Social Work Education, N.Y. No. 61.18-55.

However, we wonder if we have taken the problems indicated by the differences expressed above as seriously and as systematically as we might.

If the experience of learning is as important a factor as we think it is in preparation for social work, perhaps we should deliberately plan our curriculum in such a way as to postpone substantive subject matter which requires memorising and the more academic skills until we have imparted and helped students to practice the learning skills that are commensurate with what social workers will need in handling information and knowledge. In this way we will make sure that when the more subject-oriented teaching is brought in, it does not reinforce the familiar learning styles but is perceived and processed through the new learning style. This is not to say that each student learns in the same way; here an educational diagnosis could help us in guiding the particular student towards what he particularly needs in using his innate talents, etc. However, there is a culturally determined pattern of learning which is often in conflict with the characteristic way in which social workers set about acquiring, examining, conceptualising and making use of knowledge. It is this characteristic which needs to be taught, demonstrated and practised. Such a view suggests that we must give serious consideration to whether (if all other constraints could be dealt with) we might spend the preliminary weeks of our teaching time devising and setting up learning exercises. These learning exercises would consist of "find out"; "gather together"; "interpret"; "present"; "pass opinion"; "explain"; "question"; "discuss"; and "compile"; activities. We would be setting out consciously to familiarise the student with a self-awareness of his new role of student (which will differentiate him from many of his fellow students in other departments) and with his potential role of professional social worker (which will differentiate him from the more generally held values and familiar responses of his fellow citizens). In a sense we would be setting out to deliberately teach and set up a kind of sub-culture.

Such a foundation for a curriculum might almost be seen as a protracted selection process, for students who are unable to acquire the new ways of learning might well be advised early on to seek their education in a field more appropriate to their particular abilities.

Undoubtedly an approach of this kind requires a reconsideration of selection and admittance procedures; the role and skills of teachers; the time-tabling and acceptance of these activities by certifying bodies (Board of Studies, etc.); and alters drastically both what is currently included as content and our present ideas of sequence. In fact, new ways of learning become not just a method but also the content of teaching.

It is evident that though rapid changes are taking place, schools of social work are very largely captive of the older traditions of the universities and teaching institutions which they have sprung from or have recently joined. Though some schools are having an impact on the teaching practises and regulations of the universities, it is more common to find that insecurity regarding academic respectability - together with the relative newness, small numbers, and muted professional impact of the schools (all making for low status) - tend to make some social work educators properly cautious in pressing for change and somewhat ready to comply with regulations which have serious implications for their programme. A particularly telling example is perhaps the matter of motivation of students and the admission procedures for entry into the schools of social work.

It is a firmly held view that academic capacity alone is an inadequate basis for working closely with people and with problems of society. Personal qualities and a latent capacity for sensitivity and creative imagination in the art of working with people has been insisted upon by the social work profession in assessing suitability for



functioning adequately in the social welfare field. This insistence has been based not merely on the religious antecedents of much social work, but the technical fact that the person himself, his self-awareness, his talent for purposeful use of relationships and the values he holds are considered a fundamental "tool" of social workers.

In unhesitant acknowledgment of this, some schools in the Region and all those we are familiar with in the West have established elaborate methods of selection which attempt to take these personality factors into account. Some schools insist that students have had life and work experience other than being students before being accepted into social teaching programmes.

It might be repeated here that the curriculac adopted by most of the schools in the Region from Western educational institutions were constructed with the educational backgrounds and personality factors of Western students in mind. Content cannot be merely reproduced for students of a different makeup.

#### Admission and Motivation

Motivation and admission factors will alter the entire climate of what is taught - and more importantly, of what is used or learned.

One university School of Social Work which does have a personality admission requirement, as well as an academic one, has just this year suffered a serious (but it is expected temporary) drop in applications to the School of Social Work. The reason given for this is a significant one. It seems that the students produced a kind of "consumer guide" to university departments. In terms of time required in field work, written assignments, seminars, etc., the School of Social Work apparently scored very low in the students' estimation because of the heavy demand made on the students in order to qualify for the degree.

Hence they seem to have argued (and convinced would-be applicants) that it made more sense to apply for entry to less exacting departments. The departments making low demands on students' energies apparently had a marked rise in applicants. The School of Social Work denies the validity of the figures (hence the anticipated temporary nature of the drop, and alas for objective research skills demonstrated by students!). However, the implication that degree collecting rather than the field of study is a major motivating factor cannot be ignored and raises important issues for those who strongly advocate the need for the personality factor of "dedication" in their students.

Another university has almost exactly the opposite problem. There, an enormous rush of males into the Social Work Department (from 3 to 50 in one year) is explained by the fact that students could be admitted into the Department with relatively low academic grades which would have been insufficient to obtain a place in another department of the university. However, once in the university, it was possible to "step up" into other departments - which apparently the majority did.

A further university School of Social Work which in common with the last one has no requirements other than an academic grade has a variation of the same problem - but this time it is this particular university which has high status and apparently any degree from this university is considered more desirable than a specific degree from any other university. Thus, students are prepared to take a social work degree here as it is thought to enhance their overall life chances irrespective of whether there is any interest in social work at all.

This is not to imply cynicism on the part of students, but it does suggest that the "suitability" of a large number of students taking the relatively scarce number of social work places in the schools is questionable.

The schools concerned feel they are in no position to set special admission requirements for their departments which will differ from the usual requirements of the institution. This is especially the case where the grade system of admission was originally set up as a device for offsetting the more blatant kinds of patronage. Social work educators may well feel that the request for some "personality" requirements places them in a position of re-introducing a patronage system, as selection procedures would not have the same "objectivity" as the grading system, quite apart from providing additional work for hard-pressed teachers and clerical staff.

These problems, together with the educational experiences which precede admission to the School of Social Work and the still very dominant lecturer/passive student style of teaching (which places a premium on passing examinations demonstrating that the student knows what the lecturer has taught) suggests the need for a substantial period of learning to learn in ways commensurate with social work practise and knowledge.

A growing theme of the present report is that we should be concentrating on the students' educational experience in our schools and especially that we should place much greater and more extensive emphasis on learning by doing. This points to the need for a device such as the prolonged introduction (selection) period which has been described here. There is no question that acceptance of such a process within the framework of current institutions does demand a great deal of persuasiveness in order to break through the pressure for uniformity which presently prevails.

Nevertheless, if social work education tackles this kind of problem, it may find a quickening response from the educational

institutions, for these are generally struggling with similar problems of change.

#### UNESCO reports:

"The other major factor in educational change is the 'explosion of knowledge' in both social and natural sciences. This flow of new knowledge affects the curriculum fundamentally. New subjects are added; the content of old subjects is changed or old subjects are fused into new combinations. At the same time, there is a pressure to introduce new areas of knowledge at a lower stage in the educational structure than was conceived possible in traditional thought. This downward movement in the curriculum has been facilitated by the better understanding of the learning process brought about by advances in psychology. While in earlier decades curriculum change arising out of the advancement of knowledge was rather a matter of adjusting the school timetable, it is now so broad in scope that it can serve as a launching base for significant reform measures which affect the entire education structure. The view of the curriculum as a spiral movement of knowledge, and of learning as a continuous process, calls in question the assumptions on which the education structure has been traditionally divided into levels and types.

"An important consequence of the explosive pace at which knowledge is increasing is reflected in a new approach to the total complex of curriculum and instruction. It is no longer sufficient that the instructional process should deal with a fixed body of knowledge which has to be imparted to the educated. It is now primarily centred on ways of knowing rather than on a body of knowledge so that the educated is better equipped to deal with realms of knowledge yet to be discovered. The process of learning becomes a life-long pursuit and endowment, and the emphasis in method of teaching shifts to cultivating and strengthening the capacity of the educated for self instruction and self growth. The current revolution in educational thought may prove to be of as far-reaching significance as the other turning point a few centuries ago when education was dislinked from a fixed system of belief and knowledge then represented by monastic tradition."

"The responsiveness of education systems to change varies greatly and the image of traditionalism is more often associated with education than almost any other social institution. There is a time-lag, more often than not a lengthy one, in the evocation of response." \* (1)

It is recommended that an attempt be made to interest a school in the region in thinking through the full implications of such a "sub-culture" teaching approach with a view to testing out a selection and teaching procedure. Full documentation of the preparatory thinking, organisation and on going comments should be built in as part of the project, along with an evaluation. A full account of such a project should be written up and a manual or guide-lines be produced for other schools who might wish to undertake such a restructuring of their programme and teaching. Perhaps it might be helpful in thinking about such a proposal to take into account some rather broader considerations.

#### A theoretical digression

There needs to be a harmony between the nature of the knowledge, thinking and doing that take place and the institution within which the teaching is imparted and the learner learns. An institution by definition consists of concept (idea, notion, doctrine, interest) and structure. Where the concept and structure do not match, intellectual and experiential learning are dissonant and a kind of cognitive schizophrenia ensues, rather than an all-round "picking up" by mind and senses and a consequent reinforcement of learning.

This is precisely what is happening presently in our educational institutions and in our servicing agencies. What we attempt to teach as content is not reinforced and is often denied and contradicted (like the clumsy dentist who says, "this isn't going to hurt"), by the kind of institution the school or agency is. A reason for this is that

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\* (1) "Reform and Reorganisation in Education in the Asian Region." Bulletin of the UNESCO Regional Office for Education in Asia, Vol. IV, No. 2. March, 1970.

the university or departmental structure and the agency were usually not wholeheartedly set up for - nor does their subsequent history confirm - the concepts of professional social work. The structure of these institutions usually responds to the influences of many other factors. The universities of Asia are still very much moving to the rhythm of their past; that is, they were set up to "study, enrich and glorify traditional culture." \* (1) There are parallels to the past in Europe when knowledge was metaphysical; it was concerned with fixed and eternal truths, passed on and maintained, and by a direct mystical experience, the teacher (like the "guru") was the instrument of divine knowledge. Knowledge was located, so to speak, in his person. To learn was to be taught; one was taught by serving the guru, and through him and his ambience one attained the eternal source of knowledge. This was and is the structure of many ecclesiastical teaching institutions, and the place of authority and the ranking order of the 'disciples' are clearly structured. No new knowledge is expected or really possible - only variations and affirmation of the unchanging. No superseding of the teacher is conceivable; it is only possible to accumulate disciples in turn, as death takes the person of the 'guru' - though sometimes, enshrined, he may continue to influence others by his presence in a holy place. The relationships between teacher and learner, knowledge and institution are here in harmony.

A great change takes place when one shifts from the knowledge of the metaphysical eternal, to the knowledge derived from the examination of natural phenomena, for now each learner (student?) can examine for himself. The authority of knowledge now resides in the knowledge, which can be put to the test, contradicted, refuted, discarded, amplified, reformulated and demonstrated; knowledge now has

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\* (1) Professor Wang Gungwu: "The University in Relationship to Traditional Culture."

an objective base and therefore can be separated from person. Indeed, it is expected that students will build upon the knowledge of their teachers and supersede it. Science and objectivity become the masters and the personal relationship between teacher and learner and their relationship to institutions of learning, change in accord with the nature of the knowledge - not that institutions and relationships have been ready to change, nor at first ready to accept the validity of science as a valid premise. Hence the passionate struggle of Church and Science, with implications for Church and State, which reverberates even to this day.

However, the spectacular payoff of science has eclipsed much of the strength of the older tradition. Though it is far from defunct this older tradition has been under pressure to change its structure to accommodate the new sources of knowledge and to place it properly within the context of the persisting concept of eternal verities. Ultimately science cannot refute the metaphysical; it can only pose profound questions, for the metaphysical attempts to deal with questions of "why", while science is concerned with "how". Thus, science only clashes with religion in terms of form and structure - that is in regard to the institutionalisation, not the essence, of God. We see in religious circles the struggle for the change in relationship between man and the institution of religion, which differs from the fundamental matter of the relationship of man to God. It is the authority of the man-made institution which is under attack.

However, for our purpose it is necessary to note that many of our teaching institutions continue to maintain a kind of guru structure with the attendant authority relationships of teacher and learner, even

though the nature of the knowledge has changed. This is not surprising, as the introduction of science and technology as so important and desirable a knowledge base is relatively recent and much more speedily transferable geographically than the slower pace of institutional forms and human relationships allows. The full "democratisation" of science in the sense of equality of search for knowledge; the separation of knowledge and person; and the colleague relationship of teacher and student, has not taken place. This is so particularly in the Region for a number of obvious reasons. Most teachers in the sciences derive their knowledge from the Western technological nations, and have learned in the laboratories and language of foreign cultures. On their return to their own country they find it difficult for all sorts of reasons to resist the return to the traditional relationships, and, more important, the laboratories, the books and up-to-date scientific literature are not available to the students on any scale comparable to that in the West;\* (1) even if he wishes otherwise, the teacher therefore finds himself forced into the didactic role of the old-type guru. Indeed, in a sense he now has a secular scientific access to the divine word and world of Western science which - like the old tradition - is not available directly to his students until they can experience such a revelation for themselves (access to the Western universities is more often than not through the teacher's patronage). The nature of knowledge under these conditions tends to accommodate itself to the older institutional forms despite the modern surface appearances. \* (2)

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\* (1) The situation may become worse as much more expensive equipment is required for scientific research and its access becomes increasingly bureaucratised and the property of specialised professional elites.

\* (2) A recent pop song, "Cherokee Nation," has the lines:

"Though I wear a shirt and tie, I'm a Red Man deep inside.  
You took away our native tongue, taught your English  
to our young."



Social work has entered the universities at the point when the institutions are in the throes of change from traditional to modern knowledge and form, but social work is not a science in the sense that it examines natural (relatively unchanging) phenomena; it includes a large element of values concerned with "why"; springs from religious roots which may or may not have become secularised; it attempts to examine a wide variety of human behaviour, including psychological, social, political, economic behaviour; it also attempts to teach an applied practice, consisting of much that is art as well as a science. The art is apparently partly best learned through a guru-type identification with a skilled practitioner.

Moreover, social work functions in a situation directly exposed to the outer community, in a way that other faculties need not, and therefore schools of social work can protect themselves less against the discontinuities between the "ivory tower" tendencies of a university and the wider community. Is it any wonder that schools of social work fit uncomfortably within such structures and are under great pressure? Certainly it can be seen that the institution in which the learning takes place has not been designed for, nor can it be expected to be harmonious with, the nature of the knowledge being taught.

Social work has characteristically tried to deal with this by attempting to teach through the medium of field work in social agencies. Here students are said to be "putting theory into practice," "integrating knowledge" and so on. A more or less characteristic role has been invented by social work in the person of the "supervisor". It is she who is supposed to be the bridging device between teaching and practicing institutions, theory and practice. The literature is rich in material concerned with the function and development of this role of the supervisor. Much is expected of such a person and by and large the role is the focus of widespread dissatisfaction on all sides.

Enormous amounts of energy go into attempts to clarify the role and develop it, but perhaps we might ask if for some reasons implied above the 'scapegoating' of the supervisor derives from the fact that the role attempts to reconcile the irreconcilable nature of the knowledge and the institutions within which it is being taught. Perhaps as a stopgap such a role was an innovation, but in importing the modern social work 'idea' we need not necessarily import the structures, which in their place of origin might also prove to have been only temporary. Anyway, as we have already observed, supervisors tend to be seen as maintainers of a quickly established status-quo rather than agents of change and are usually located in the established agencies which respond less quickly to change. One respondent who expends a great deal of energy in the field sighed that she wondered whether all the time and energy expended on field work actually paid off in educational returns. Another experienced teacher says that "field practice is field practice," and that its rationale of putting theory into practice and integrating knowledge is not only unproven but under present conditions untrue. The gap between theory and practice, school and agency, is obviously too wide to be bridged by a supervisor.

Indeed, a strong case could be made against field-work for students on the ground that it destroys the credibility of theory, in the sense that the usual practice to be observed in agencies does not illustrate or reinforce what is being taught. This happens because the agencies are responding to different influences and their practice is not what the theory derives from; alternately, the universities' theory derives from intellectual constructs based on observation (to the extent that it has a practice base at all). We have overstated to make the point that practice and theory anywhere are hardly at all in harmony; in the developing countries they are probably not at all in harmony, except perhaps in those practices which have been culturally encapsulated and imported to relate to concepts of service which do not belong to the local society but are related to the imported theory. The schools have responded to the contradictions in

*experiment and experience from quite different practice elsewhere.*

a number of ways. The most thought-provoking development is that they have begun to do their own supervision or to set up their own service-oriented projects, and symbolically in some places the designation "supervisor" has been replaced by terms such as Field Teacher or Instructor.

One suspects that the separation of agency and school, practice and theory with the supervisor as scapegoat is currently functional because to bring them together would too painfully and clearly reveal the chasm of fundamental differences between the two and the unsatisfactory correspondence between values taught and service rendered - as well as the marginally related nature of the theory taught to the social conditions experienced by the agencies. This may well be the reason why true co-operation and collaboration are so difficult (including at Professional Association levels) and why all the "educating the supervisor" activities seemingly do not bring the desired results. At least the separation allows the schools and the agencies to function coherently individually, rather than their facing the confusion that might paralyse coherent action otherwise. The penalty seems to be paid by the supervisor, the student and no doubt the public.

It might be an instructive exercise to begin to construct (at least for theoretical purposes in the first case) not a model curriculum (an activity on which we have voiced much misgivings) but a model teaching-learning institution. The aim would be to discover ideally what kind of structure and relationships might best serve to impart the nature of social work and its practice.\* (1)

An appropriately constructed unity of theory and practice and the relationships of education, development, knowledge and professional organisations within an appropriate institutional structure might possibly do away with the need for the bridging operation of the

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\* (1) A most penetrating discussion of institutions, and their relationships to the nature of knowledge, to which we owe a great deal of thinking in this area of concern, is to be found in Werner Stark, "The Sociology of Knowledge", Routledge Keegan Paul, 1958.

supervisor. By thinking out alternate models, might we not include an ongoing curriculum-building mechanism, and so in this very round-about way begin to rethink what we are searching for when discussing content.

Before returning to this exercise in more detail, it is necessary to look at the field work situation and its relationship to a social development curriculum focus.

However, before doing so, we will take a brief look at libraries. The use of a library is also indicative of ways of learning.

CHAPTER V.LIBRARIES

"Books - there are too few when you need them."

"If you do not read for three days,  
your utterance will sound insipid."

"It is better to have no books than  
to rely blindly on them."

Chinese Proverbs.

T.C. Lai and Y.T. Kwong  
Chinese University of Hong Kong, 1970.

### Libraries

Although curriculae in the Region tend to look similar when we examine the general descriptions appearing in the school prospectus, it is clear that the content and nature of the learning which takes place differ widely. A good rough and ready diagnostic profile of at least the intellectual aspect of the curriculae can be obtained by visiting the library and enquiring about its use.

Social work libraries in the Region differ widely in organisation. UP Pakistan, (where a faculty member must always be in attendance when both male and female students are present), reports that open-shelf library facilities are not usual. Not all are lending libraries. The Philippines School of Social Work has only an overnight lending library. Karachi reports a book bank where books are loaned to students at half their cost and are returned at the end of the course. In some universities the social work library is an integral part of the general library of the university, but more usually there is a special departmental library serving the social work department.

The geographical and storage "togetherness" or "separation" of the social work literature from other subject matter may possibly be indicative of the relationship of social work to the institution's other faculties.

### Staffing

Professional librarians usually man the big general libraries, but professionals manning the social work libraries (and who might therefore possibly be relied on for sophisticated library services) are reported in only a few schools. One school reports a "semi-professional" holding a certificate "but whose primary role as homemaker often interferes with her librarian role." The University of Punjab promotes

library training for its library staff but this often results in the loss of librarians to better-paid positions.

### Displays and Information Services

Hardly any schools (only some in the Philippines and "under protest" at Hong Kong University) regularly mounted attractive displays in the libraries. Generally speaking, there was no one responsible for such displays and the In-service Training Institute in the Philippines is the only one to record picture displays for particular groups.\* (1)

The nearest most libraries approach to displaying their wares are notice boards on which are pinned the dust jackets of newly acquired books.

The University of the Punjab and Thammasat University in Thailand report that librarians are responsible for, and do in fact collect, relevant newspaper clippings.

### The use of libraries

The use of libraries gives cause for much concern. The oft-imagined student thirsting for knowledge and spending long hours in the library is not much in evidence. In Korea the National Institute library; is in the main a staff library; in effect, this was also reported at Seoul National.

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\* (1) The Institute being directly related to the Department of Social Welfare, provides other public display material from time to time (though whether this comes from the library which does not have a professional is not clear).

One school reports:

"Perhaps on average one student may read one whole book before they graduate."

Readings are assigned at this school specifically from page X to page Y.

A UP Pakistan survey showed that as few as two students or as many as thirty used the library in any one day but that four was the most common number.

Where the "climate" does not exist for use of the library by habit or by "contagion," efforts to institutionalise reading are rare. Only the C.W.I.S.T. in Pakistan includes a library reading period in its timetable, and enforces this. The University of Karachi has a library period attached to its course "Dynamics of Social Change" but student response is poor (for example, when asked to bring clippings to class, two out of forty complied). UP Pakistan sets its students books to review as class assignments but otherwise in the Region students read as they will and find necessary.

Part of this lack of use of the library is explained by:

- (a) the fact that the days of teaching at the school are very full, since students are away on field work on most other days;
- (b) lack of books; and
- (c) some schools report a fundamental lack of student interest, along with the absence of a tradition of independent study.

A contributing factor, however, is undoubtedly the lack of books in the indigenous language.\* (1)

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\* (1) It is known that in Indonesia some books have been translated not just by language but conceptually. Systematically concepts and illustrations have been indigenised.



In Korea (where staff efforts have been made to translate) and to a certain extent in Thailand also, the cost of producing books is prohibitive, given the very small market for such specialised texts in such relatively restricted languages. At Thammasat University it is said that enough English texts are available, at least in relation to the use made of them, and there are no Thai texts to date. Pakistan, however, where English has been a major language of the nation, reports that the students now coming to university show a decreasing standard of facility with the language due to the poor preparation in the lower schools.\* (1) In Korea it is estimated that perhaps only 50% of graduates "can use English" after six years of English teaching. At Thammasat University, English is a required subject for social work and an English teacher has used social work-oriented texts for the language teaching and practise. Nevertheless, facility in English "conversation is poor even by graduates."

#### Library Finance

Budgeting for libraries seems to follow no general pattern. Thailand has perhaps ₦500 per annum. Karachi has no fixed budget; it used to be served by the Ministry of Social Welfare but now receives books through the general library budget of the Ministry of Education "If we ask for 100 books a year we might get 25". UP in the Philippines has a regular budget of about ₦300 and the In-service Training programme in the Philippines has a budget only for "managing costs" but gets perhaps \$700 a year from UNICEF and other donors who make contributions from time to time. Christian College in the Philippines has no regular budget. Central Escola in the Philippines has no regular budget; the accounts were not available and it was stated that various resources are tapped as need arises. Mary Knoll in the Philippines has a budget of \$150,

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\* (1) English, which was a status, civil service and nation-unifying language in colonial days, and is still spoken by the older and upper class citizens, is becoming less valued by the younger generation.

Concordia in the Philippines has one of \$500; at the Philippines' School of Social Work the budget is "unknown to the staff."

Both the Hong Kong universities receive well over \$ 1,000 a year for books and the In-service Training programme reports a "generous budget." \* (1)

Which books?

Very few schools report a functioning social work faculty library committee. Nowhere is there a systematised way of keeping up with the literature or providing reviews of books which indicate their value and specific use in the context of the country concerned.

In deciding what books should be obtained, Karachi circularises staff "for suggestions." UK requests every teacher to submit two titles and two possible substitutes; these are collated at a faculty meeting and books for students' use are given priority. In Pakistan, local book publishers send advertising literature and lists from time to time. Individual teachers receive the bibliography of the Council of Social Work Education from New York. The universities are also on the mailing lists for conference proceedings and UN reports from Bangkok. Thammasat University receives advertising material and teachers note references from textbooks, but no particular person is responsible for reading book reviews or reviewing books. A young instructor is responsible for collecting from teachers a list of books suggested for purchase. Korea reports receiving American publishing catalogues which a university school journal copies. A library affiliation service sends book lists. CWIST \* (2) Institute receives a list from the university occasionally and the American National Association of Social Work bibliography is obtained, but comes irregularly as the Institute is not on the regular mailing list. A teacher will sometimes browse at the

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\* (1) Chung Hin University, Taiwan, reports less than \$ 150. University of Indonesia and S.T.K.B., Bandung, report over the past five years a total of \$ 25 and \$ 300, respectively.

\* (2) Child Welfare In-Service Training Institute.

local United States Information Service library to see what has recently been published. A staff member of the Department of Social Work in the Philippines used to review books regularly for a column in the Professional Association of Social Work journal but this fell into disuse. The respondent now tries to keep up with the literature as a professional does but not on any systematic basis. The librarian of the Department "has a real feeling for the literature and looks regularly at the journals"; she presumably makes suggestions. The University of the Philippines library sends lists of new books and publishers' materials. The Asian Institute in the Philippines gives priority to "books considered basic to the courses" and suggestions are required each semester; if these publications are obtainable in the local book stores, they are purchased. Mary Knoll "student/staff may suggest books and give their annotations of books." Christian College says book reviews are published in the college paper. The Philippines School of Social Work staff goes through the journals and their librarian draws attention to books, but they do not obtain all the books that are recommended to the main library.

#### Annotated bibliographies

One or two schools report annotated bibliographies of books and articles available to staff and students, but in the main these are either not prepared or it is left to individual teachers to supply them, which appears to take place only rarely. Karachi says staff are supposed to supply bibliographies and "some do, some do not"; the idea is mainly a "topical book plan," i.e., as books are recommended they are described. At Thammasat University bibliography sheets are provided, in which extracts, definitions and objectives are taken from texts. These are usually in English and students report back in Thai. The students, not the school, do the translating, write up the translations informally and pass them through the grapevine from one year to another.

### Journals

A lively knowledge of the literature is often afforded by the professional journals. Only Karachi, Philippines School of Social Work, Central Escola, and the Hong Kong libraries reported regular subscriptions to more than five journals. (The Lady Trench In-service Training Centre in Hong Kong apparently receives more than 50 journals!) Some staff members receive journals from foreign professional associations, but the membership fee is relatively very high (at the level of salary and the rate of exchange that obtains), and membership often lapses. A surprisingly high number of library subscriptions lapse also.

Some improvement in this situation might be brought about by:

- (a) a direct exchange of journals between organisations within the Region;
- (b) some kind of subvention or reduction in price by publishers to foreign libraries wishing to purchase their journals;
- (c) giving high priorities to long-term subscriptions to journals when monies are being donated for publications
- (d) urging for action on the repeated suggestions that ECAFE becomes a clearing house for such literature.

### Impression

An overall impression is that much more concentrated and on-going energy and co-ordinated effort is necessary everywhere in the Region for collecting information about literature being published; systematic reviewing for relevance to local needs; dissemination of considered judgements regarding literature and purchasing policy, which might cover a number of institutions with some kind of inter-library loan arrangement. Such an activity might be the responsibility of a professional association or of the editor of its journal, or a

function of a council of social work education. A good librarian could be encouraged to centralise all information of books being published in the field; as soon as the first copy of a book is obtained, it might be sent - along with a copy of any reviews from the professional journals - to one of a standing panel of readers who will review it for local value for teaching and learning purposes and who will make recommendations as to its priority in view of budget limitations.

An organised effort within each country and a formal library committee in the social work faculty could ensure that books, when they were obtained, became sufficiently and actively related to specific teaching requirements or to the current collections of books which the institutions already possessed. This would help to avoid libraries becoming drab depositories of layers of books which resemble geological deposits of dead donated material rather than living stimulating dialogues of ideas, communicating through each other and visibly communicating with eager and busy people who turn to the books in order to help them come to grips with the problems of the real world.

It is recommended that schools set up a formal library committee or specify the responsibility of the staff member and librarian responsible for professional literature. Where a national organisation of schools exists some centralising mechanism for information, review and publishing of books and journals should be worked out. Donors should give priority to the purchase of subscriptions to the relevant professional journals.

CHAPTER VIFIELDWORK

"There is that poem about the nightingale  
that humankind cannot stand too much  
reality. But how much unreality can it  
stand? So what if reality may be  
terrible? Its better than what we've got."

Saul Bellow

"Henderson the Rain King"

Fieldwork requirements and the development dimension

All social work schools in the Region provide field work as part of the educational requirement. The formal requirement, of course, differs from country to country and more often than not also differs between educational institutions within a country.

The place of fieldwork in the curriculum and the vigour of the efforts and attention given to the inevitable problems surrounding it might well be considered a major indicator of the state of health of any school of social work.

The Government of the Philippines has actually enacted legislation requiring field work as part of the prerequisites for registration. Without a valid certificate of registration it is prohibited to practice or "offer to practice social work." In order to be admitted to the Board examination for registration (Board members are appointed by the President) candidates must have

"....completed a minimum period of one thousand case hours of practical training in an established social work agency under the direct supervision of a fully trained and qualified social worker." \* (1)

This emphasis on fieldwork enacted in specific legislation is unique in the Region, where it is more usual for fieldwork to be the requirement of the educational institution.

The importance attached to field work is always emphasised by the staff of the schools in the Region in discussions, but in practice the value of the field work programme and its meaningfulness within the curriculum varies. For example, one school requires 350 hours of field work, but the requirement is confounded by a general

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\* (1) Republic of the Philippines Act No. 4373 and No. 5175 Section 12e

university requirement that the students must attend 75% of their lectures. In practice this percentage appears to become the norm and students in the School of Social Work apparently see no reason why this 3 out of 4 attendances should not legitimately apply to their field work requirement. As the school does not rationalise the 25% shortfall of the requirement, the result is that attendance in the field becomes somewhat haphazard and poorly controlled (other than by aggregate hours) so that the students' sense of professional responsibility in respect to the field agency can become seriously impaired. At the other extreme, another school will drop a student after 3 absences from the field.

Where the schools are part of a university structure (as most are) there is also a varied degree of "tolerance" by the university in acknowledging the time spent in fieldwork as credit towards academic requirements. Students too cannot fully accept that the time-consuming field work counts so little for credit compared to formal lecture courses, which demand much less of them.\*<sup>(1)</sup> There is universally a reluctance to budget appropriately for the costs involved in the field programme. Academic boards and budgeting committees rarely fully acknowledge (in cash) the argument that though few demands are made for laboratory buildings, equipment, technicians and so on, as are commonly required for the physical sciences, the social work schools use society and its institutions as their "laboratory", which equally requires, investment of money; high staff/student ratios in the school and field; staff time for teaching material production; transportation and secretarial costs.

More difficult still to deal with is the problem that field work realities do not actually fit into semesters and the usual

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\* (1) See page 104 for a specific student reaction.



academic timetabling procedures. It is interesting to note that in order to obtain academic acceptance, schools of social work have often over-conformed to the traditional (and therefore, possibly thought to be, unnegotiable) constraints of the formal and informal institutional regulations of the University.\* (1) In addition, the attraction of the supposed wisdom and fashions of international social work has unwittingly also helped to compromise the possibility of constructing an indigenous and therefore coherent social work curriculum - that is, teaching what is truly relevant to the conditions and priorities of the country, and teaching the professional activities which are required by those conditions and are matched to the realistic teaching, learning, and programme resources.

Some schools are better placed in relation to university structures than others. The School of Social Work, Lahore, in the University of Punjab (Pakistan) reports that it obtained much consideration from the University as it was regarded as "an experimental department" and was backed by international consultants. Hong Kong University through its Vice-Chancellor and the Women's University of the Philippines both seem to look with favour on their schools of social work and consequently a high degree of freedom of action regarding field work (and much else) is possible.

It is certainly clear that Directors of Schools of Social Work need to be and are involved in a highly exacting "public relations" job in maintaining support for their programmes and in obtaining varying degrees of permission to do things required by their discipline and which do not fit the regulations that grew up to meet the functioning of more familiar academic disciplines. However, even at best,

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\* (1) See page 108 for a fuller discussion of this.

most schools show signs of chronic anaemia of resources in relation to the field programme which pre-empt energy for innovation and consolidation. The more serious the condition the greater the tendency to retreat into subject-oriented teaching, limited teaching methods, formal examination procedures, and poor if not destructive field work learning experiences.

This present study particularly concerned itself with examination of the fieldwork practices which could be related to a social development orientation for teaching. However, it should be noted that at least in the Social Policy and Planning area, it is argued that field work is different from, or even, less important than, in other social work practice areas.

"...relatively more of the 'doing' learning, e.g., to make an effective analysis of some social policy or programme, is a learning that is not secured through the typical field work placement even though it may involve spending some time collecting data or interviewing people in the field. Much of social policy analysis is a training of the mind, an intellectual skill....." \* (1)

Nevertheless, an interregional meeting of experts continues to stress field work and spells out the possibilities thus:

"Both those being prepared to participate in development planning as part of their basic social work training and those taking advanced studies for higher specialist roles require personal experience of a practical kind. They should be engaged with the real social problems of their countries and regions. The following are some of the types of practical work possible:

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\* (1) See Evaline M. Burns "Social Policy: The Stepchild of the Curriculum." From Social Policy Content in Graduate Education for Social Work. C.S.W.E. #61-18-59

- (a) Field assignments in research projects: the research for development planning undertaken by members of different sectors and disciplines offers trainees what is potentially the best kind of exposure for participation in the tasks of planning. Here, not only will social welfare personnel have to contribute their own expertise but members of the team will have to learn to complement and integrate their findings with each other. They will also have to learn to work with their fellow team-members and to appreciate their disciplines or fields of activity;
- (b) Field assignments in pilot projects: the interdisciplinary teams in such projects, rather than focusing on research, are attempting to execute plans for development. The same learning advantages would be found here as in the case of the research projects;
- (c) Field assignments in planning organisations: students should be engaged in both listening to the key planners and studying their plans and in the actual research and plan development processes undertaken by one of the planning units;
- (d) Experience in comparative situations: for those who are to invest a great deal of their careers in national development planning, opportunity must be provided to learn from comparable situations outside the country and preferably in the region itself, if this is possible." \*(1)

Here in the Region we note that when asked whether the developmental roles should appear in the teaching of the institutions, most teachers stated emphatically that this should be major or very important content.\* (2)

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\* (1) UNITED NATIONS ST/SOA/97 "Report of the Interregional Meeting of Experts on the Training of Social Welfare Personnel for Participation in Development Planning."  
Geneva 11-22 August, 1969. Document 4 pages 23-24 Section 74.

\* (2) See page 158

However, a look at the fieldwork programmes suggests that only the merest beginning is being made to give substance to these express views, by appropriate field placements. This is wholly to be expected. Most countries in the Region have until recently been saddled with a curriculum heavily oriented to "methods" of the familiar kind and have placed students in the rather unusual agencies which to a greater or (usually) lesser extent attempted to practice the methods; the agencies having been set up or 'updated' with the methods very much in mind.

From the point of view of the teachers in the Region and for the practitioners very largely themselves trained in the curricula of the American 1950's and the adapted versions of these to be found in most schools here in Asia, the "social development" orientation - if it is to be taken seriously - is a revolutionary change of emphasis which will alter fundamentally what, how and where (in the field) social work is to be taught.\* (1)

Enthusiasm for "social development" is undoubted but it would seem that only a very small number of social workers and educators in the Region has soberly and realistically envisaged the tremendous new and increased range of tasks which await them if the profession is to engage actively in fulfilling the social development roles. These roles have only very recently emerged conceptually; have only partially been enumerated; have been insufficiently elaborated upon and defined; not yet identified sufficiently in the field; but nevertheless, have been much emphasised.

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\* (1) This might make the Philippines enactment partly dysfunctional unless recognised supervisors can be found in "established" new settings!

Even in attempting to fulfil current roles, social workers are dissatisfied with the teaching and fieldwork programmes. Training has often little relation to actual practice and not much more to existing functions.\* (1) Fieldwork must be coherently and explicitly related to the content of teaching. For a developmental orientation fieldwork should either be in those services which have specific programme priority or have a large developmental component possibly along the lines suggested in this study's five roles.

#### Some field work examples

The responses to the question, "Which are the field placements where planning, administration, interdisciplinary team work constitute the major forms of the student field experience?" showed that as yet these feature only slightly in the field work assignments. "Planning" was very broadly interpreted.

"Administration" brought forth a number of interesting comments along the line that these were "status" positions, though it is not very clear what activities and functions constituted these positions. Indeed there is a strong hint that administration is not so much taught or coherently learned as "picked up" or conferred along with the status. These status positions are viewed by some as not appropriate for field placement or for close study of the activity and processes involved in performing the functions.\*(2)

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\* (1) For a penetrating discussion of social service and teaching of social work in relation to development, though based on the Latin American situation, much is applicable to Asia (and written by an Asian) see "Social Service in Latin America: Functions and Relationships to Development."  
Virginia A. Paraiso, Economic Bulletin for Latin America  
Vol. XI No. 1 Apr: 1966.

\*\* (2) For further discussion of this problem see page 147

In any event no placement existed for administration as a major focus of the students field work, and this is surprising considering the eagerness with which career patterns are pursued which lead away from social work functions to jobs as administrators.

"Inter-disciplinary team work" appeared mainly related to familiar medical settings, but there are at least two examples of community-focused interest reaching out from the hospitals and with which students have been involved. One of these examples comes from the Philippines, where students within the hospital have outside community involvement as their field work focus; the other comes from Hong Kong, where the geographic area serviced by a hospital has been explored in an extensive group research field assignment with the aim of influencing hospital policy, orienting the service towards community needs, and helping the community to make effective organisational links with the hospital. Apart from references to Community Development programmes, Thailand, Korea and Pakistan did not give examples of field assignments with planning, administration or inter-disciplinary team work as a major focus.

Community Development placements featured quite often in the replies, but in Community Development, as with work in community centres, it is still unclear from the replies whether the focus is on delivery of service or on an institution-building function of active grass-roots participation, examination of need, information gathering, formulation of policy, planning and interpretation.

In Pakistan, two students were placed with a "co-ordinating council", but this was not successful:

"... the administrative officers did not understand what was required and the students ended up visiting agencies and not much else; the placement was discontinued."

There are, however, many signs of widening field experience for students which brings communities more into consideration in assessing need and planning action, whether from familiar settings such as the hospital mentioned above or in Community Development programmes of various kinds.

A number of examples show that a beginning has also been made in attempting to set up "open units" which are not attached to any particular agency, though the unit sometimes borrows local facilities.

Only Thailand reports field work in the rural areas, i.e., a ten-week block placement with the Dept. of Community Development. Students eat and sleep in the villages, work with "village committees" and "learn the ways of government officials - how they provide welfare services and come together in team work." The students' assignments in the villages seem not to be an integral part of a service structure. For example, the students talk to villagers about family planning, but as yet there are no family planning social workers working in the villages. It is said that many of the questions that students raise in field work are "unpopular" with some officials, parents have been worried about such placements and letters of permission have to be sought from the parents; there has also been an anonymous letter warning the school against such placement.

Urban Community Development projects are familiar features for field work. Karachi reports some student field projects involving work with staff families and servants living residentially in the new campus quarter. In the Philippines an exploratory block field programme of staff and students has been

initiated in conjunction with the City Planning authority of Baguio. Interestingly enough, in the Philippines where land reform and co-operatives are important and somewhat controversial issues, there are few examples of students undertaking field assignments in these areas. Hong Kong has done some interesting field work in the housing estates and the resettlement housing in attempting to encourage and set up self-help and participatory activity. Some of these have been non-agency endeavours and are supervised and run by the staff of the School of Social Work. Incidentally, both Hong Kong and Pakistan currently report resistance to Community Development activity by the people. The conditions are such, some say, that adults are reluctant to involve themselves if there is no prospect of economic gain; traditional ways of appealing to authority and patronage undermine the workers' role, which is supposed to emphasise democratic involvement. The Philippines adds that the acceptance of suffering is a virtue; they quote the adage: "if stones come from heaven, do not be angry if they fall on you." This would seem to be an antithetical value to that held by Community Development workers.

Some Hong Kong observers say it is not possible for students to work with "Kai-Fongs," the Chinese semi-formal local authority groups, but there are in fact examples of this having taken place.

Coincidentally both Hong Kong and the Philippines have moved into community-focused field placements derived from the work of Foster Parents Plan Inc. In Hong Kong F.P.P.I. are in the process of withdrawing this programme; an "open unit" of the School has picked up the educational needs of the community at the point of F.P.P.I.'s gradual withdrawal and has become involved with the social adaptation problems of the "Boat People" who are in the process of establishing themselves ashore.



There would seem to be a great potential source of experience on which to draw for teaching Social Policy and Planning as a considerable number of respondents said that they spent time in policy and planning functions. Though the question asked, "What proportion approximately of your working time do you give to professional involvement outside of the teaching institution?" many gave examples of activity within the teaching institution. However, despite the planners' poor view of the contribution of social workers and educators to policy and planning, visible from the national level, social workers have listed an astonishing variety of experience in this role.

A very strong impression emerges that most of this activity was considered by the respondents as spare-time or extraneous to the main task of teaching. One respondent said that she had difficulty in answering the question once she began to think of the many committees and groups she was involved with.

"I began to wonder what percentage of my time I should be spending in such activity."

In describing how this experience was used in the School, a variety of answers were offered. The most frequent reply by far was that such experiences were used as appropriate to illustrate some point being made in teaching.

It is quite apparent, however, that most of this policy formulation and planning activity goes completely undocumented and in a very real sense is invisible. The behaviour, skill, role, in fact the whole complex performance that social workers practice in this area is virtually unobserved, unrecorded and unexamined. Not only, as we have discussed elsewhere, do most social workers find

themselves representing their individual professional views or with the responsibility of the profession "delegated" to them in these policy and planning functions, but there is virtually no professional examination of the performance and the process - from which much could be learned, generalised and identified as techniques and skills to be perfected. In carrying out this role, even the most successful of the professional social workers are hard pressed to say how they do it. The suggestion was made in all seriousness that a student might be encouraged to write a thesis along the lines of "The Policy and Planning Functions of a given Professor of Social Work 1971-2." This would entail the observation and documentation of what one particular teacher did about what, where and how; a collection of such material might lead to an exercise in analysis which would not only provide examples of but begin to systematise what the practice was that needed to be taught.

A strong idea seems to prevail that policy formulation and planning are rather remote high-level activities which take place either in esoteric text-books (foreign) or at the exclusive summits of society. The fact is that they are intellectual activities which are continually taking place along with more or less (usually less) method and techniques at many levels and with the participation of social workers who often do not realise that these are processes in which they are actively engaged. Something more than intuition or experience is involved and they and the profession and students could learn much if a serious attempt were made to gradually identify and piece together the fragments we already know and a beginning were made in filling in the gaps systematically.

The question and the answers on this matter as they appeared in this study were certainly unsatisfactory. It would surely be worthwhile for each country to canvass its professional social

workers to discover the full range of such activities they are engaged in and to see whether some real rationalisation of time and effort might be worked out as a preliminary step towards improving practice and teaching and the field work possibilities. Many of the policy and planning functions mentioned by teachers were related to social agencies of various kinds. It might be argued that only senior and experienced workers can be expected to perform such functions; however, some thought and experience might suggest many advantages to bringing in younger workers\*. (1) Even were the argument sound, it would still not deny the value of involving student observers as part of a thought-out programme of examining social work policy and planning functions at many different levels. It has already been noted how surprising it is that few, if any, students have been placed for their field work with the planners and the planning organisations. How this might be done, along with the properly linked practice, supervision and theory, will be discussed later.

The possibility of deploying our staff and students in these organisations would be similar for other unfamiliar prospective developmental settings. But what would be the job prospects for such students? Firstly, the more conventional community development, community organisation and administration roles could not but be enhanced by the improvement of knowledge and skills in method, techniques and analytic thinking that such teaching implies. Moreover, there is already a growing demand for such persons from existing bodies and one example in which youngsters have already been employed. Every possibility exists for a demand that will out-strip supply for some time. Here are just a few examples of what might be pursued in establishing new field work opportunities of a 'developmental' kind.

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\*(1) There is a growing movement in some parts of the world to involve consumer and client groups in the policy and decision-making process - an even more dramatic attempt to move away from elitist structure in decision making. Participation like the more familiar charity, "begins at home."

Examples of potential 'development' field placements emerging in the Region.

The "Philippines Businessmen for Social Progress" (PBSP) is an organisation of much interest to the social work profession which intends to become seriously involved in the matter of social planning. Taking a lead from a similar organisation in Venezuela, PBSP currently consists of more than 100 companies which contribute 1% of their net profits, amounting to about P600,000 (US\$100,000) annually. 40% of this income is used by the individual companies for their own "social projects"; the residue goes to the PBSP central organisation. Among the Directors on the staff are two of the Philippines' leading social workers, who in these beginning days of the organisation fulfil many absorbing "institution-building" functions.

PBSP are in the process of setting up five "Prototype Projects"\*(1) which will "test out methods and techniques of social work," mainly with a local community focus, and the intention is to build in a research component which will follow projects from baseline study all the way through to evaluation. All projects must have an economic and social profitability factor. The social workers are engaged, among other things, in interpreting community involvement in economic investment projects, working out social cost-benefit criteria, making "social feasibility" studies, supervising and contributing to the training of both a very young staff and the experienced businessmen to play an important role in community councils and the like. Currently, too, they are processing 80 requests for support from different organisations and providing them with consultations in the process of formulating good ideas into substantially thought-through and well-planned social projects. Already within the very short time that this organisation has been operating there has been a demand for personnel, more or less unavailable, with social planning

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- \* (1)
1. Urban renewal prototype;
  2. Urban resettlement project;
  3. Urban development prototype;
  4. Rural development prototype;
  5. Social development training programme.

skills, and possibilities have been discussed which could lead to a demand for consultant teams of investigators, assessors and advisers on specific projects as they arise. In addition, the 100 or more member companies wish to employ their own Social Development Officers to function (with the 40% financial contribution) along similar lines to those of the central organisation. We see here a significant current and obviously growing demand from the private sector (which will be in a strong position vis-a-vis salaries to compete for competent staff from the public sector) for social work "development" planning skills, and for others which the schools are not currently in a position to provide. The schools of social work in the Philippines have in their workshops recognised the importance of teaching in this planning area but have not yet been able to come through with a programme. By careful documentation of its staff's activities,\* (1) the PBSP could contribute much to the what and how of planning and consultation and could provide excellent field placement both in its planning processes and in conjunction with its consultation teams, should they develop.

The Philippines also provides a further example of a fascinating possibility for student placement. One Director of a school of social work, in her private capacity and on official leave of absence, toured the country helping to formulate the social "platform" for a candidate who was eventually successfully elected as Senator. Following the election, the Director of the school helped to set up the Senator's office and included in her staff a social worker. Subsequently the Senator requested help in obtaining information about a squatters' area, and students provided this information, having agreed to take up the question in fulfilment of their research requirement.

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\* (1) The suggestion has been made that the employment of journalist graduates to write a daily account of activity and to interview the staff regularly to obtain a lay-language narrative of process and ideas might provide the material for full case studies and identification of skills.

Here is another example of how by "accident" and in a personal capacity a very important innovative function has been successfully performed but not pushed to full fruition from a peripheral activity to a central element of the school's development of its programme. The Director for excellent private reasons actually tried out a new role related to social work developmental functions, but apparently did not think about this role fully in terms of its potential for the school. Had this been an exercise along the lines suggested elsewhere,\*<sup>(1)</sup> in the course of the exercise of the new role it would have been invaluable to have spelled out the potential learning experience for students, to formulate practise assignments within the new setting (or non-setting) and to undertake a brief documentation of the role and the experience, relating it tentatively to existing bodies of knowledge, theory and skills. The Director, properly conscious of the problem of too close a political identification, had sought leave of absence in the first case but later, with every good intention, had inadvertently not avoided the possibility of criticism while providing the Senator with the material collected by students. Indeed, in the search for helping students to see how their academic work could contribute directly to positive social consequences, the school is to be congratulated for this link-up. However, what might have been the result of providing every senator with the material, together with a covering letter (perhaps from the Schools of Social Work Association) offering further research, discussion, consultation by both faculty and students jointly and seeking the possibility of ongoing relationships and specific field assignments within each senator's office, or on particular social issues, as the senator might wish to request? Of course only a very small number of senators (but hopefully an influential group from a variety of political persuasions) would be likely to respond and even

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\* (1) See page 151

fewer would establish a mutually advantageous arrangement with the school's programme - but the rich possibilities for the curriculum of relating students' work directly to the legislative process in this way and perhaps locating students in the office of senators can be rewardingly speculated upon.

In the Philippines and in Pakistan, it is interesting to note that though most distinguished social workers have been involved with the National Planning Organisation for many years, and although in both countries the social workers concerned have played a very active role in relation to the work and development of the schools of social work, no sustained or systematic attempts have been made to spell out what field assignments might be worked out and how social work students might be placed with such organisations.

Hong Kong Department of Welfare has a small planning section but students have not been assigned and would apparently "not at present be welcomed." The assigning of students to work with the senior administrators also raises the problem of the high status given to such functions and the commonly held view that it is inappropriate for such functions to be closely observed, defined and subsequently taught to students. Where they have an important role to play, as in Hong Kong, Thailand and Pakistan, Councils of Social Service too have not had students working at the planning levels, although in Hong Kong students have been involved with the work of the divisions within the Council.

In response to the riots of 1967, Hong Kong set up a City District Officer (CDO) as a "stethoscope" and link with the people. The CDO's are under the administration of the Home Affairs Department. Four District Community Officers (DCO's) from this Department of Welfare work in conjunction with the CDO's. The intention of the CDO's and particularly the extent to which they will need social work

skills in "linking with the people" is not clear; nor is there a working relationship with DCO's (who seem to have related themselves fairly exclusively to the youth activities) worked out in a manner making for coherent and developmental field placement. Here particularly might be a situation in which an experienced social worker/educator might spend some time exploring and functioning in a new role with the intention of creating a student unit.

Still in Hong Kong an interesting fieldwork possibility is suggested by the recent setting up of a service through the Office of the Unofficial Members of the Executive and Legislative Councils (UMELCO). Its purpose is outlined thus:

"In setting up the improved system for dealing with public complaints and representations stress was laid on speed; interviewing in depth; site visits; thorough study both of the case itself and of the policy; discussion at high level with Government departments and at regular meetings of UMELCO; and a high standard of service to persons calling at the UMELCO Office. The objective adopted was to give the maximum possible help to any person who found himself in difficulty with a Government department and to provide every facility for any person wishing to put forward to UMELCO his views or suggestions on any matter of public concern. Hence the office deals not only with complaints against action taken or omitted to be taken by Government departments; but also with representations on future Government action which may affect individuals as well as representations concerning public affairs or Government policies in general."\*(1)

Some 80 cases a month were being attended to in 1971 and 2035 interviews were conducted in the reported year. The office has a "caseworker" on its staff and the UMELCO's report summarises 75 cases and classifies them as follows:

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\* (1) Annual report of the UMELCO Office Hong Kong 1970-71 page 3



- "Type A Those where the complaint is fully rectified or the client's request met in full.
- Type B Those in which some degree of advice, information, explanation or assistance is given.
- Type C Those in which UMELCO is unable to help because the complaint is found to be unjustified or because the action taken by the Government is in accordance with the approved prevailing policy." \* (1)

The report interestingly notes:

"There is some reluctance among the people of Hong Kong to come forward with complaints. A preference for non-involvement in disputes, anxiety about possible repercussions, and unwillingness for confrontation with authority are part of the cause. The capacity of most local people for tolerating things as they are is another." \*\*(2)

The possibilities of a fieldwork placement in such a situation is immediately apparent. Especially useful would be the consideration of such "cases" from the point of view of how policy is actually working out (which would provide pointers for useful research projects) and also the implications for policy development or modification.

In Karachi a field placement unit was about to become defunct when the demonstration orthopaedic rehabilitation unit within which the students functioned failed to obtain public support, the foreign investment in the demonstration having come to an end. Over the years something like 5,000 patients had been through the rehabilitation service. The staff of the unit, the School of Social Work staff and the students were critical of authority for not picking up the reins. However, no real work seems to have been contemplated by the school or the students in examining the situation or planning courses of action to raise the issue in appropriate ways. The placement was a "case work" placement and although much grumbling had gone on, no one had considered a community organisation-style approach to the problem. There were few

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\* (1) IBID page 23

\*\* (2) IBID page 8

political problems involved in this matter (in a context where political matters were somewhat delicate) and the human appeal of the 5,000, including many cripples who had been serviced, promised the possibility of widespread public interest - especially as the project was reasonably well known through a rather successful documentary television film made sometime previously. (This also suggested the possibility of mass media follow-up coverage of whatever action might have been mounted.) We mention this example because it helps illustrate well a common situation in which social impact is possible in close conjunction with good teaching and learning situations which schools are not able - for a multitude of reasons - to turn to good account. Often such situations have not been thought about in this way, which is a commentary on the conceptual role of the school to the community and of the teacher/supervisors to the profession and to the students. If these issues have been thought about there is still the problem of how to find the time, energy and flexibility of programme to respond to a quickly changing situation and to build the appropriate action into the curriculum of the school. (This kind of responsiveness to change should perhaps be an expected quality of social workers and be reflected in the institutional structures that we have set up to educate and train our future colleagues). The example of the rehabilitation unit, however, was not a situation of some suddenness. The withdrawal of foreign funds after five years was known but not seemingly significant to the "casework"-oriented field work unit.\* (1).

### Supervision

The effectiveness of field work as a learning experience has universally been seen to reside in the quality of supervision. There is an immense literature on supervision and there is great expenditure of time and energy in the establishment, maintenance, and improvement

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\* (1) Alas for "generic" concepts of social work.

of the supervisory role. There is also virtually universal dissatisfaction with it. Some of the possible reasons for this have been discussed in the chapter on "Ways of Learning". \* (1) It is noticeable in the region that there have been various attempts by the schools to do their own supervision, by engaging staff as field teachers or instructors or by having school staff becoming part-time practitioners. The dropping of the term 'supervisor' in such situations is probably of more than of nomenclature significance.

Some students have been insisting that the theory and ethics they are taught are inapplicable in the field work situation. One Director of a school goes a long way to support such a view. One teacher has been thinking about a "Field Instruction Centre" where there would be:

"joint responsibility by the practitioner and the teacher for the teaching programme".

She asks whether at present fieldwork contributes to the learning in proportion to the effort that is put into it by the school and field staff. She goes on to ask:

"Tell us more about integrated use of method. How do you train them to be innovators? Tell us more about strategies for development."

She calls for teachers to identify in operational terms the theory they teach and practitioners to identify the concepts in practice. Students say:

"Reading materials are not consistent with what we are expected to do in the agencies."

"The agency has a set idea of what the student ought to raise. The agency should at least listen to what the students say - they don't listen to what the student has in mind and the explanations, of the how and why of the programme, that we are given are unsatisfactory. We have no say in decision making and no one tries to implement our suggestions."

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\* (1) See page 112

There is enough here to support the view that the supervisor is the target for much criticism. Our view which we reiterate is that a scapegoating element may be at work here and the performance of the supervisor is less of a factor in the problem than the role assigned as a bridge between theory and practice, school and agency, student and client, being an impossible one under present conditions of knowledge, teaching and practice.

Currently it would seem the role especially in Asia is incompletely conceived and insufficiently spelled out in operational terms. The problem is one of structure of social work education and the proper place of practice related to it. The need is for some model building which we will return to later.

#### The teaching of decision making.

A problem which as we have seen requires attention is that of the constraints which are placed on both students and social workers in playing an appropriate role in policy formulation and decision-making. Many social agencies and many important decision-making bodies, voluntary and governmental, are dominated by high-status personages as a natural consequence of the prevailing social, political and cultural climate. Among these are frequently ladies with genuine concern and much energy and self-confidence, but with lay attitudes to social work and who are comfortable with the familiar directive styles of running most things, including organisations. This conflicts with the modern social work emphasis placed on such matters as the values of democratic participation in decision-making; the social work discipline of looking beyond the more obvious presenting problems and resisting too premature a response to the immediate emotional appeal; the demand for a measure of self-awareness, the conscious use of self; the professional restraints against self-aggrandisement; and the complementary academic value of free enquiry and objective argument which weighs the multi-faceted dimensions of a problem.

Generally speaking and particularly in countries coming lately to teach and practice professional social work, the profession as such has relatively low standing and the professional organisations run either at a low-key professional level or more often on a very amateur part-time basis; they have had little opportunity to emerge as an influential power group from which practitioners and students might derive support and status in their own right. This, together with the fact that social workers have not been able to document consistently and systematically their analysis of a situation, provide relevant information and forcibly argue the case for specific resources, are all factors which lead to a situation in which schools are impeded in providing and expanding field work of a substantive planning or administrative kind, and are unable to engage in an examination of indigenous decision - making processes and reconcile these with the literature and theory derived largely from Western observation and experience - as often as not itself unconnected with the concerns of social workers.

It might also be said that the schools themselves are not free (nor could it be expected that they would be, being as they are institutions echoing the values of the wider society) from the problems of the conflict of authority vested in ascribed status and that derived from functional competence - the authority of skill and knowledge. Characteristically it is the problem of the more esteemed social work educators and leaders that they have come from, or are being admitted, to elitist strata, and have to work within them and contribute to their change (which developmental social work implies with such things as participation, social justice, institution building, reporting dysfunctions and social policy and planning - the aspects selected for this study) without being 'captured' by them and their practices which run counter to the professional and scientific values and practices. (This is also one of the reasons why it is easier or safer to teach theory with foreign illustrations than to practice or to provide indigenous examples.) It would seem inevitable that social work, with its

declared goals and methods (if they are taken seriously,) will find that its members become representative of a kind of sub-culture - which is why a strong professional organisation is required, which will give support within a culture rather than leaving members to struggle in isolation or in fragmented sub-sub-cultures.\* (1) What we need to know desperately is how to function effectively true to our sub-culture in situations largely dominated and structured by a broader culture which provides only narrow common ground and where conflict of interest and of modes of operation will be the usual condition.

This is a desperately difficult role to perform and our professional skills, including the way we use our knowledge, are stretched to the limit in these situations where one person is being displayed and judged and their esprit-de-corps or loyalty may at least silently be questioned. For it is also true that we often operate in situations without benefit of a strongly established habit of distinguishing views and argument from the person holding them (a corollary to the status authority system and a partial explanation of the habit of subordinates to suppress facts that might embarrass, as well as their unwillingness to openly express views other than those held by their superiors and supervisors).

In cultures where conflict is generally held to be demeaning for all parties to it and the positive value of conflict (especially in relation to change) is not ascribed to, open conflict when it erupts

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\*(1) It is instructive to look at the work and biographies of such people as Florence Nightingale, Sydney and Beatrice Webb and Jane Adams, all of which demonstrate how this struggle took place within establishments over conflicting values and extended into their personal lives as well as into the society in which they functioned. These are examples from the West familiar to us. In Asia Toyokiko Kagawa of Japan, Jose Rizal of the Philippines, and from India, M.G. Ranade, G.K. Gokhale, Vinobha Bhave, Rammohun Roy and, of course, M.K. Gandhi are immediately suggested. There must be many more persons in the Region whose experience with the conflicts and reform activities discussed here are, or could be, documented. A full bibliography of this kind of material is urgently required in order to give us a lead into content.

tends to be an all-or-nothing affair.\* (1) It is only likely to find "justification" if it is swift and once-for-all decisive. (However this is the case where irreconcilable situations arise and there are powerful factors of desperation at work). For our purpose, having noted the seed of a conflict-orientation in social work \*(2) appearing in the Region, for the present we need to turn our attention to understanding how "instinctively" the social work educators and leaders in the policy and planning situations to which they have gained access are operating; using their professional skills; where the experience fits into the body of knowledge and theory and skills already available to us; and how to introduce students meaningfully into learning situations of this kind. The inadequacy of indigenous case material in most method courses is well known; in this area of practice it is virtually non-existent. A device for properly developing this whole

\* (1) See the work of Hahm Pyong Choon "The Korean Political Tradition and Law" Hollym, Korea 1967. Some of his work is reviewed in Appendix E.

\* (2) In the Region one country shows interest in toying with the conflict practices derived from Saul Alinsky methods, which depend on the organising of power groups in order to confront the public power positions and in a sense to seize parts of those power positions to achieve certain ends. It would seem that this is extremely dangerous unless the dimensions of legitimate political means are fully understood and those in power abide by some political ground rules, such as limitation on the use of force.

A cautionary tale is that of the civil servant working with squatters who was involved in a "social action" parade. Television cameras led to his identification among the squatters and he was brought to task. Special police raided the social agency and examined bags and files of students who were there for field work, though not connected with the squatters incident. The teacher concerned with the students was angered;

1. by the action of the police;
2. by the fact that the students neither knew their rights nor protested examination of the portfolios by the police without a warrant; and
3. by the fact that an article entitled "Social Work as Advocacy" was watered down in a social work journal so that it lost its effectiveness.

area of field work demands more than a repeat of what we have done in our more familiar fields of activity (even in those, many difficulties are still unresolved); perhaps what is needed is an extension of a number of things which we have already experimented with in a piecemeal way.

### An approach

How would an approach along the following lines work out, and what would be the pre-requisites and implications in terms of time, staff, money and curriculum reconstruction? One would have to begin by identifying where would be a likely place for a social worker to function within these as yet relatively unfamiliar settings for a planning administration or multi-disciplinary experience for the student in mind. We have discussed some of the possibilities elsewhere in this chapter. As a focus we might well have in mind a series of committees or workgroups aimed at formulating and planning projects, a particular person whose position offers a vantage point for observing decision-making processes, an on-going project undergoing evaluation, or economic or physical development situation with implications that affect groups of people whose participation would be desirable. A staff member of the school would be assigned to "try out" the possibilities of the envisioned social work jobs; this would entail an exploration of the dimensions of an assignment which might be possible for a student, keeping in mind the time available to him. The staff member would engage in real "practice" in the proposed role and from first-hand experience would draw up as detailed as possible a job description based on a breakdown analysis of the tasks involved. In the course of the practice the staff member would be required to keep a detailed record of what was happening in the situation and develop this into "case material." The staff member would draw up objectives and goals related to the nature of the service being provided by a potential student worker and would also enumerate the learning objectives and goals which a student might reasonably be expected to achieve.



With this in mind the staff member would attempt to identify and enumerate the theory, knowledge and skills which are required to function adequately in the role, and would check whether and where these appear in the curriculum of the school. The staff member would then prepare to supplement this teaching by gathering together teaching materials which either reinforce and draw together what has been taught elsewhere or provide what is not included in programmes designed for more general purposes. The staff member would also consider how the field experience he has engaged in can most usefully be fed into the teaching programme of the school. At the end of this initial work (say of one year's duration) the staff member would have paved the way for the introduction of students into the practice role(s) that he himself has been performing and for which he has established working relationships with relevant colleagues in the service whom he has been preparing for the most advantageous working relationships with the students.

The second phase of the staff member's activity will consist of supervising the student's learning, armed with both his experience of the job and the service, and familiar with the particularly relevant knowledge being taught at the school. (The staff member will have had to discuss this with his teaching colleagues on the basis of the previously described process he engaged in.) The student will be the major focus of the staff member's supervision in this second stage and this will demand skills in "educational diagnosis", i.e., knowledge of the way this student learns, the manner in which he approaches and resolves obstacles to learning, and understanding of his strengths and of the areas in which he must be helped to strengthen his learning. It is to be hoped that the staff member's initial work will have freed him from much energy expenditure in relation to the job, the service or the training content, so that he will be able to concentrate on the student.

Within some two years the staff member would have the added responsibility of involving another as the ongoing supervisor for the placement - assuming the placement or its kind is well worth continuing

with - and the specific "apprentice"-type training of the new supervisor will become a major focus of the staff member's activity. As his field role diminishes, the staff member will prepare himself once again for his role as teacher of a more formal kind, incorporating his experience into his teaching. Hopefully (and career structures must try to make it more than a hope) the staff member will be ready to repeat this cycle on a regular basis.

The attempt here is to break down the division between theory and practice, school and field, teacher and practitioner, and to deal with the problem of the role of supervisor, whom we currently expect to bridge enormous institutional gaps and discontinuities with the unreasonable expectations that his "vision" will be truly "super". It can be hoped that this shift in emphasis will also result in a breakdown of the tendency of staff members to identify with the institutional structure of either school or agency and that instead they will become more closely related to the profession.

It can be arranged so that the cycles of some members of staff are waxing while others wane in the emphasis they are giving in time and energy to the academic or to the field aspect of their job; for at no time would they be exclusively field or classroom teachers - the balance and weight of their contribution would shift and need to be synchronised with their colleagues' responsibilities. This would be a kind of "see-saw" arrangement. It will be seen immediately that there are dozens of practical difficulties inherent in such a proposal. However, we have already seen how some schools are engaging "field teachers" who both supervise in the field and teach in the schools. We have seen how in some places staff are going out into new settings or "open units" (no formal setting at all) and experimenting with school-based service and supervision. We have seen how practitioners have in some places become the teachers whereas in others teachers have often had little or no practical experience at all. We have seen the search for linking what is taught in the school to what happens in the field,

the complaint that:

"..... supervisors from the field agency, instead of being model 'change agents,' seem to be staunch supporters of the status quo,"

and that school-based supervisors play no real role or have much control over what happens in the field agency.

We suggest here a rationale for bringing together much that is happening in a fragmentary way by an organised and systematised attack on a number of difficulties, by inventing a career pattern device. If we are to think of career prospects which are more stable and rewarding than is currently the case in some countries (in others stability is due to less opportunity for mobility) we may have to think in terms of perhaps five-year fixed contracts in order to keep viable a system such as the one proposed here.

This is a way of reaching out into new possibilities, teaching from experience of these, and establishing and consolidating ongoing resources for future education and training for the profession. The richness of individual social workers' experience is undoubted and when put together, the range of this experience is immense. The crying need is for building structure so as to link up, systematise and put to use the essence of what we have individualistically achieved.

A practical objection to this proposal is certainly that our universities and services, social and otherwise, do not provide us with the freedom of movement across structural boundaries that would follow from the cycle idea. This is true, but if we are to earnestly teach such matters as the need for social institution building, social policy and planning, and so forth, we must demonstrate our ability to manage positive structural change. Unless we can do this to begin with within and between the institutions of which our profession is an integral and related part and over which we have some element of participation and control, how can we expect to earn the respect of our students upon whom

we are urging such responsibilities, in the community in relation to social problems in which much more chaos prevails and so much less control exists. It is a matter of practicing what we preach or finding that what we say cannot be heard for the sound of what we are ringing in the ears.

The real challenge to our mind is whether we have enough ready, willing and capable people to competently play so great a range of professional roles. We are not suggesting that all social workers or all teachers function in this way, but only the small band of social work teachers concerned primarily with the creation of knowledge to teach, and the practicing of the distilled theory and skills that grow from that creation and its careful collection and integration. A relatively small but important group is required, who know how to teach and learn at the same time, and who will continue learning and teaching.

It is recommended that an attempt be made to interest a school in the region in thinking through the full implication of such a "see-saw" approach, and with support, attempt to test out this procedure. Full documentation of the preparatory thinking, organisation, and on-going comments should be built in as part of the project along with an evaluation. A full account of such a project should be written up and a manual or guide-lines be produced for other schools who might wish to undertake such a restructuring of their programme and teaching.

THE TEACHING OF THE SOCIAL DEVELOPMENT ROLES

".... a strong expectation still lingers that somehow curriculum could be revised in one or two month's time.... curriculum evaluation and revision is necessarily a slow and lengthy process."

Francis Yasas

"A curriculum should be a codification of the experience of the faculty in its teaching so that the students know what it is they are supposed to be learning and so that the faculty can know where their teaching fits in with that of their colleagues. It cannot depart very far from the interests and background of the faculty as reflected in their current teaching."

David French

"If the teacher is too busy to do what needs to be done, collecting indigenous illustrations, relating theory to practice, reviewing literature, practicing the new skills in new areas of practice and finds he is doing the best that he can outside of his teaching time - in his spare time, and if all these areas are new and have to be explored, why cannot the curriculum be constructed in such a way as to do this work jointly with the students - if we cannot show them (or know) the relevance of what we teach, why not plan to find out together and for this work to become central to the curriculum which will then discover theory as it needs to be collected and found rather than starting with the abstraction of theory and then hoping to find the concrete."

Building the Social Work Curriculum -  
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The educator and the "social development" roles

This chapter deals with the responses from individual educators in schools of social work and in-service training institutes.

In all 65 educators who were personally contacted by the consultant responded to a set of questions and 23 responded to a postal questionnaire. Not all respondents answered all the questions.

It will be remembered that we devised a schedule to seek information regarding what each teacher taught which he considered was relevant to five aspects of social development expressed as social welfare roles in:

1. Social Policy and Planning
2. Social Justice
3. Participation of the People
4. Institution Building
5. Social Work Helping Methods

It was hoped that pragmatically we would be able to learn from these responses what it was that there might be a general 'cluster' of agreement about in teaching these aspects both conceptually and as content and also might indicate the range of differing opinions and approaches that currently prevail.

Response to questions

We asked the respondents to break down their teaching related to the five roles into theory, knowledge base, teaching materials and skills.

Testing opinion regarding the relevance of the roles we had selected the question was asked:

"Do you think that the five "developmental" roles mentioned above should appear in the teaching of your institutions as: (a) a major focus; (b) a fairly important aspect; (c) one aspect among many others; (d) matters referred to in passing; (e) not at all."

53 respondents answered this question and only 4 (3 of these from Thailand) rated their answer as low as (c) one aspect among many others. Of the remaining 49 respondents, 60% thought the roles should be (a) a major focus, and 40%, (b) a fairly important aspect.

This represents to us an overwhelming degree of agreement regarding the importance and relevance of the roles we selected for our study purposes.

Of the separate roles that teachers said they taught, the "participation of the people" role was the most emphatic role taught, with well over 50% of all respondents declaring it "major content" and a further 23% as "fairly important content."

The "social work methods" role was the next most popular, with 45% teaching it as "major content" and a further 20% as "fairly important content."

"Institution Building" as a role featured highly, with almost 40% opting for "major content" and only slightly fewer as "fairly important content."

The "Social Policy and Planning" role was "major content" for 24% of the respondents and "fairly important" teaching for a further 42%.

The "Social Justice" role was the least important of the five roles; 18% of the respondents said their teaching related to it as "major content", although another 40% said it was "fairly important content." Nevertheless, 58% had rated it highly. Surprisingly, the "Social Justice" role was the only one rated "not at all" by any teacher, there being two such replies in this case.

Asked about the place of the National Plan in their teaching, it appears that the National Plan featured only in 10% of the respondents' replies as "major content" of their teaching, but more than 50% rated

it as "fairly important content", and a further 20% as "some content among much else." 80%, then, referred to the National Plan in their teaching in more than a passing reference.

### Observations on the responses

It seems to us that all of these questions received an unexpectedly high affirmative response. It is particularly impressive to note the emphatic support for the proposition that the five selected aspects should be major or fairly important content of the teaching of the schools and training programmes. The implication that schools should be deeply involved in the teaching and training of students in the social development process is inescapable.

It is also of note to observe that apparently each of the five roles appear relatively prominently, often irrespective of the subject being taught by the teacher, and one could conclude from the replies that students are receiving from more than one teacher considerable teaching in all of these roles. Such a conclusion would support the idea that social development, or at least the social aspects of development selected - permeated the curriculum. However, we view such conclusions as most unreliable for a multitude of reasons.

If so much teaching of these roles is taking place, would it not be reasonable to expect to find this reflected in the field? Possibly one might argue that teaching the roles is one thing, and expecting to find them considerably practiced is another. Surely this is not an acceptable argument. In social work we hold to the premise that what one does with knowledge is what one has learned, and that teaching without learning and doing is a sterile and pointless activity. It has been said,

"If we cannot show the relevance of the content of our teaching to practice we should either get rid of the content or the teacher!" \* (1)

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\* (1) Charles Guzzeta: in an amusing and thought-provoking lecture on "Assumptions important in Curriculum building which are never explicit or examined", at the C.S.W.B. Annual Programme Meeting in Seattle, Washington, U.S.A. 1971.



Nevertheless, it is a serious matter to doubt the validity of the responses of one's colleagues to the questions one has put to them.

Firstly, perhaps, one should look again at the questions and context within which these questions were asked. It is clear that an internationally sponsored enquiry about one's teaching brings with it whole areas of feeling and culturally and institutionally determined expectations which feed into the usual problems of cross-cultural communication. In a sense teaching is a very intimate (secret ?) affair. At least it is characteristically privately performed and not directly observable or scrutinised by one's peers. (It has been surprising to find how few teachers openly share, even with their colleagues in the same school, more than the barest outlines of what they teach and how they teach it,)\* (1) Students who witness the self-revealing act of teaching ordinarily keep their opinions to and between themselves. (It is a real social work innovation to invite student evaluation of the teaching in the schools, but this is still done rather rarely and with many constraints).\* (2) This enquiry obviously asks difficult questions about this 'intimate' activity, and has the potential of making the answers very public. The responses to the questions are likely to reach an audience of one's immediate colleagues, one's department head, one's institution, allied institutions in one's own country and the international social welfare community. Indeed, there is every indication that even posing the questions in the way it has been done

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\* (1) Material from the study shows this.

\* (2) Material from the study shows this. Even so, everyone knows how keenly and mockingly perceptive students really are; think of the letting-down-one's-hair parties in which institutionally "permitted" (mardi gras?) performances take place and wickedly sly parodies are presented of both staff and institution. For a fascinating account of the purpose of such inmate activities in institutional settings, see Erving Goffman on "Total Institutions".

in this study has been an uncomfortable introspective experience for many of the respondents. Even so, they have given generously of their time and efforts. It is to their enormous credit that many have handled the uncomfortable nature of the enquiry with great good humour and have on a gratifyingly large number of occasions actually expressed their initial annoyance and discomfort and then proceeded to demonstrate that they were subsequently rewarded and excited in thinking about, discussing and responding to the questions. It is equally true, however, that although respondents were always polite, there was also refusal or withdrawal from the study in an indirect manner. The point to be made is one which is possibly a social work speculation and should not be voiced for fear of being misunderstood and being considered patronising, but it is perhaps completely understandable that, considering all things, respondents may have put the best possible "face" on it in answering the questions which inadvertently require them to show themselves keeping up with the international "social development" Jones's. \* (1) Such a response would be completely consistent with the official pressure which is so common in aiming to please 'authority' and keeping the "bad news" from them. Interestingly, once a close relationship had been established between questioner and respondent, a lot of general "bad news" was quick in coming.\* (2)

However speculative these observations may be, there is nothing speculative about the results obtained from an examination of the material which the respondents produced when asked whether they teach the selected roles and when asked to identify the theory, knowledge,

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- \* (1) It is perhaps useful to think about the "best-face on it" mores and the importance of appearances as observed in the behaviour of individuals, society, and subcultures of international gatherings, in contrast to the values and techniques - such as "uncovering", "sharing openly the problems" facing the "unpleasant realities", "identifying the pathologies" (individual and societal) "conflict and confrontation" etc. - subscribed to by social work as a discipline and its widely taught methods, which constitute much of its sub-culture.
  - \* (2) Some implications of all this will be discussed in the 'Method' Appendix A.

teaching materials and skills related to them. The contrast between the emphatic confirmation that the roles are taught and the confusing, often diffuse, account of exactly what the teaching consists, sets a major and important puzzle.

One interpretation might well be that the confusion is engendered by the design of the enquiry itself, although much time was devoted to discussion in order to allow respondents to seek clarification. It must also be freely acknowledged that what was being asked required a high degree of skill in analysing one's teaching from the particular point of view of the 'roles' and certainly demanded much in time which was not readily available.

There is of course the matter of the lack of precise definition of the roles, which has a two-fold explanation.\* (1) The roles are poorly defined in usage within the social welfare field and therefore might be interpreted broadly to include all sorts of things. (A further interpretation, then, of the confusion with which one is faced in trying to classify and analyse responses, is that the state of one's subject matter is confused and that questions and answers about this social development matter reflect this existing confusion.) \* (2) A methodological reason for poor definition is that instead of attempting to initially clarify (and clarification had eluded many others) what was meant by "social development" or "social aspects" - "developmental roles", etc., - the approach decided upon was concerned to discover the existence or non-existence of broad areas of agreement about what was

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\* (1) The confusion is discussed in much of the literature on social development. See the references on page 8.

\* (2) See also: Denis Goulet "Development... or Liberation"  
Centre for the Study of Development and Change. Massachusetts, U.S.A.

taught which was related to what the teacher thought these roles might be (with only the broadest hint from the questions as what they might include). This approach, it was hoped, might help towards defining what the teachers saw these roles to be and what teaching related to it. For setting objectives for curriculae, it is of vital importance for educators to be able to work out with greater clarity and precision in communication what it is that social welfare's developmental functions are when they are spoken of by Ministers, or at international gatherings, or within their own countries and between themselves.

### Theory and Skills

A matter of real concern is that, in general, the theoretical base of what is being taught is very hard to discern from the replies. It suggests that an enormous amount of work and sharing needs to be done in clarifying what constitutes "theory"; what levels of theory; what range of theories; what relationship these theories and level of theory have to one another; on what evidence and range and selection of empirical observation the theory is based, etc. Indeed, it suggests that we might have to make explicit for ourselves, and in order to teach our students, how theory is arrived at, its nature, purposes, applications, limitations, its discontinuities and fragmentations which necessarily arises from the lack of any grand theory of human and social behaviour, and the as yet very tentative condition of substantial concepts of planned change. In the roles we are concerned with here it may well be that empirical experience and sufficient documentation is so lacking that it is too early to think of anything so substantial as theory.

Another area of concern is the very hazy identification of skills that we can discern directly related to the selected "roles". Particularly disturbing is that this should be the case in training programmes.

It was to be expected that it would be less pertinent for trainers (as differentiated from educators) to respond to the questions regarding theory. But it is assumed that as far as training is considered developmental, it is because the programmes and projects for which people are being trained are given priority in the overall strategies of broad social policy. This is certainly not clearly the case, but if we accept as given that the service to be offered by the trainees is within a broad developmental context, it is disturbing to find how much "theory" and "information" is being provided in training courses in contrast to defined "skills". In thinking about questions like "what will the trainee be able to do, or do better, when he receives the training than he did before he received the training?", we find training courses remarkably uncertain as to the training objectives in discrete skill. Educators in the broader "next-time" programme might argue that skills are less their concern, though the professional courses only rarely express such an attitude. However, when seen from the field work perspective, the skills related to the roles also remain hazier than they should be. Such a "finding" is commensurate with the poor condition of job-analysis and manpower projection which we have observed.

#### Education and training

It might be opportune here to draw attention to a distinction which should be made between education and training.\* (1) It can be expected that training is related to specific jobs - indeed the jobs to be done need to be broken down into tasks to give the training programme adequate focus and effectiveness. An educational programme need not be so finely focused (though it is doubtful whether higher education in the region can and should afford such a wide-ranging relatively

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\* (1) See for example: Drucker D., "Teaching Methods and Materials in In-service Training in Social Welfare", UN Workshop, Bangkok, February, 1970; and Diaz R., "Research and Training for Social Development Planning", UN/SD WPSD/WP.4, October, 1970.

unrelated spectrum of "subjects" and so-called character-building intellectual exercises which seem to derive from the more leisurely elitest liberal arts traditions of Ivy League, Oxbridge and similar Western institutions.\* (1) The education programme, however, must still relate very closely to the particular society, the priority of national tasks and the likely careers within which students will eventually function. Professional education certainly must derive much of its philosophy, content and skills from current practice and anticipated societal needs.

Diaz writes:

"The trainee.... is 'now-oriented' while the student is 'next-time oriented' ... the trainee's expectations from the course are highly connected with the present work that he is doing and the present problem related to his work environment. The student's expectations from an academic programme are highly related to his self-image of his future work."

It might be appropriate here to comment that trainers may have added to the manpower confusion by failing to sufficiently differentiate training objectives from broader educational ones and- perhaps thinking in terms of their own education - have gone along with expected and familiar (less challenging - more easily approved?) subject dictated courses. What would have happened if, instead, the trainers had seen their initial task as the careful and detailed involvement of administrators in a job analysis exercise of the jobs for which training was proposed? Could we expect that it would have made the training highly job specific?; that it would have demonstrated realistically what training could achieve maximally (and what it could not)?; and perhaps of even greater value, that in the process of identifying manpower in operational terms (for curriculum building purposes) there would have been a pay-off both in improved skills in service delivery and in administrative efficiency?

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\*(1) See for example:

Gunnar Myrdal "Asian Drama: An enquiry into the poverty of Nations".

Chapter 31. Education: Legacy. Pantheon N.Y. 1968

Ronald C. Nairn "International Aid to Thailand. The New Colonialism?"

Yale University Press 1966

Guy Hunter "The Best of Both Worlds - a challenge on development policies in Africa." Oxford University Press 1967

### Knowledge and Teaching Materials

Far and away the most prolific and uniform material provided by the respondents was bibliography (for obvious reasons). Bibliography was often provided in response to the question regarding the knowledge base used by the teacher in relation to the roles. Without a more specific indication than provided by the title of the book (which would ask a great deal of the respondents) it is difficult to assess in actuality the specific and direct relationship of the knowledge base to the role.

It is understandable perhaps, but disconcerting to find, that a book title was often given when the question relating to theory was being answered. Intriguing is the fact that bibliography, which was the teachers' most usual response to the question of the knowledge base, also was often synonymous with "teaching material". Poor differentiation was generally made between the teachers' knowledge base and the materials known to be directly used by students in the teaching process. This despite the fact that many teachers were in agreement that students did only limited amounts of independent reading. Partly one supposes that where students are unable to read the language in which the books have been written, the teacher finds himself translating and condensing the books in the form of lectures, and the lecture notes produced by the teacher (or sometimes written up and sold from one year to another by students) are in this sense teaching material. However, many questions are raised here in regard to teaching methods and the use of teaching material. It adds a slant to the slogan seen daubed repeatedly on the walls of one school, "Destroy Book Worship." \* (1) The universal statement on the lack of sufficient indigenous teaching material remains, after many years of international and regional endeavour in this matter.

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\*(1) A few teachers are concerned that students seem more disposed to repeat the slogans of the street rather than to seriously examine ideas and theory. One maintains that there is a mimicry of American disillusion with academic theory and the current vogue for experimental empiricism (even when couched in nationalistic anti-American terms). She says, however, that Americans have become disillusioned having found theory wanting but that many students have not taken the effort to understand what the "illusions" are before rejecting them. She thinks that this is an intellectual and scientific philistinism which takes no trouble to understand or to think through to what extent hard-won knowledge can be modified and put to use. Instead students appear to be seeking facile slogans and the instant action and excitement that goes with it in preference to serious thought and controlled experimentation.

Machinery

Schools were asked questions regarding the function and regularity of committees to work on:

- |                       |  |
|-----------------------|--|
| (a) Curriculum        | (b) Teaching Methods                     |
| (c) Teaching Material | (d) Field Work                           |
| (e) Research Projects | (f) Staff/Student Relationships          |
| (g) Library           | and (h) Other Channels of Communication. |

The overall impression is of the lack of such committees throughout the schools in the region.

Most commonly, these functions were performed in general staff meetings as matters arose, with the activities not actively defined as would be the case in specific committees with allocated responsibility. In fairness, it was quite forcefully pointed out by one school, that:

"there is so few of us that there can hardly  
be such division of labour - any one of us  
is almost a committee in himself."

It is a usual practice for a staff member to have general responsibility for the various functions, but for systematic and regular work on any one not to be the practice.

Field Work Committees seemed to be the most often reported committee functioning in the schools.

Curriculum Committees existed largely as annual or quarterly meetings of staff often to endorse the programme to be submitted to an academic board of some kind. Only one school was in the process of a regular and systematic examination of its curriculum.

Further questions were asked about participation on the committees. Few "outsiders" (not on the school faculty) were members of the committees where they did formally exist. Student membership of such committees was rare indeed though in the countries where the



students are allowed more vociferous expression of their feelings, students were beginning to be admitted - even invited. The role of students on these committees is not clear from the information collected. However, a number of teachers report lack of attendance and active participation where presence of students had been formalised. Perhaps a case of dealing with student activists by boring them to death on committees?

It would seem that whether it be in relatively simple matters like teaching materials or in complex ones like curriculum development, among all the problems with which we are by now familiar, there is, for no matter what reason, a chronic lack of institutionalised machinery functioning actively at the different tasks not only in social work generally but within the schools themselves.

#### A general conclusion

From earlier chapters we have seen that schools are in difficulties in formulating coherent and encompassable curricula because the major lines of social policy and specific operational programmes and professional roles have been inadequately spelled out. It also seems likely that enthusiasm for the "high priority accorded to the developmental, representing a shift in social welfare policy" may have resulted in the troublesome situation of an embracing of roles which are currently ill-matched to actual social and political conditions and as yet poorly prepared for in terms of specific future action. Even where social workers would be accorded the opportunity for performing the necessary roles in social policy and planning, etc., it seems the case that we would have to admit that our teaching is not anywhere adequately prepared at present to provide such personnel, either in quantity or quality.

It is not too harsh an assessment to underline that we do not yet have the institutional "machinery" even within the schools to

tackle the serious curriculum problems. Between schools, and planners, and agencies, and practitioners, the "machinery" is seen to be even less effective. We are confronted with the spectacle of a whole range of hard-working people with significant but isolated innovations to their credit and few ways of relating these one to the other and providing "flow-throughs". There is a shortage of teachers to undertake the many steps and tasks of linking theory to improved and new forms of practice and most faculties are too small to reasonably provide a "division of labour" and to allow for concentration on the specific tasks. Where staff have played important parts in producing the "climate" in which these practice innovations might be reproduced for teaching purposes and so in time become commonplace, this has often been achieved outside of the curriculum. A way of tackling such difficulties might be to try to put the process within the curriculum and to teach in such a way that the students themselves are involved in the curriculum building and in producing some of its component parts.

This would require teaching staffs to explain and share the specific problem of teaching in this area of social welfare, to give the students an idea of what resources are at their disposal and how together staff and students will set out "to find out." It will require skilful setting of objectives and division of labour and inventing of control mechanisms and will lean heavily on individual and group initiative, but always with the purpose of team work feeding in and following through on specific problem areas. Curriculum will need to be flexible enough but organisable enough to build in sequential subject teaching as it becomes necessary. The teaching method itself must become a model of the problem-solving process to be practised by the professionals.

Involved here is probably nothing less than a fundamental reconstruction of the institutional structure of our teaching and the relationships between teachers, practitioners and students. The responsibility for curriculum construction will need to be not just the

responsibility of a few educators but a refined participatory collaboration with practitioners, students and significant others. The machinery for managing this must itself become an important institution for change in the social work profession in the Region. The fact of the matter seems to be that the current machinery linking schools, supervisors, agencies, professional associations, policy makers, planners, etc., is not adequate to the task of producing personnel for the important developmental roles which are currently being canvassed. This lack of coherent machinery constitutes the major problem confronting the schools and the profession. It is not fanciful to suggest that policy and planning, participation, systematic reporting of gaps and inconsistencies, and certainly institution building to contain these activities are not just social welfare roles to be performed in the wider community, but are ones which vitally concern the bringing of coherence on many levels within the profession itself.

This being the case, active inter-related, and persistent work must be done in this area, most of which in the past has been somewhat ad-hoc and spare-time and has somehow "happened". Can we undertake so extensive a range of tasks when resources are so scarce even for current efforts? Perhaps a fundamental task would be to construct a model of the way in which operationally social policy, planning, programme, project, manpower job analysis, practice, research, supervision, knowledge, ability of students, skills of teachers could combine into the on-going construction of curriculae in the sense that this report has been discussing. The model would not be one which suggested how things ought to be done, but would need to be a heuristic one, i.e., it would be a model for raising appropriate questions from which tailor-made answers would need to be sensitively worked out in a practical manner.

Help with such a model construct might well be sought from disciplines outside of social work. For the problems facing social work education are surely not unique to the profession. This matter will be discussed further in the following chapter on Recommendations.

We are profoundly aware of the failure of this chapter to do justice to the efforts that educators put into the responses to the questions related to their teaching.

The expectation that analysis would provide us with clarity regarding concept and content related to the developmental aspects of social work has not been fulfilled.

In order that all concerned with this matter might come to some judgement for themselves, and perhaps share this later, we are in this section providing a selection from responses to the questions asked.

Selection of responses to the questions regarding the teaching of the developmental roles.

1. Social Policy and Planning

Generally, of the five "roles" this one is the one taught most as a "subject", the other four not having specific courses to deal with them. A social worker whose distinguished career has been in a national planning organisation and who teaches social policy "but not planning" comments:

"From my experience, skill in policy formulation should have a wider philosophical base which unfortunately the social work curricula does not provide."

From Hong Kong a detailed lecture course entitled, "Social Policy and Administration", In year II it would seem that services are dealt with, ending with "Social Policy and Co-ordination" and "International Guidelines for Social Policy." Students are divided into groups for "Social Policy" seminars. Two of these focus on "Aims and Objectives," an analysis of "Public Policy Statements" and another two, using Annual Reports, are focused on "An analysis of Social Welfare Agencies." Year III moves into "Policy Analysis" rather than

"Programmes"; there is detailed reading for each week \* (1) and the sessions are devised as follows:

- Allocation of resources and the problems of society
- Co-operation between Organisations in the Social Services.
- Aspects of Change in Social Welfare Organisations:
  1. The currency of influence.
  2. Planned changes in policy.
- The effects of organisational growth.
- Information and Decision-Making - the question of choice.
- The design of Administrative Structures.
- Innovation in Social Service Provision.
- New Strategies for Social Development.

From Pakistan, in the teaching of History and Philosophy of Social Work, the theoretical content of Social Policy and Planning is explained as:-

"Theory:

1. Individuals - all men have inherent worth and dignity because they are men.
2. The welfare of the individual is inseparable from the welfare of the state or society of which he is a part.
3. Social work is a scientific approach to social welfare.
4. All people desire to participate, in activities related to their life, but it is determined by the system in which they live.

General Comments:

The course provides an opportunity to examine and discuss the value base for social work in Pakistan and raises various issues and gaps which exists in professed and operating values in our society. It further analyses that historical development of social welfare from charity to state responsibility and discusses the professional approach to social welfare."

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\* (1) See Appendix for full reading list. Teachers might find this material and its sources of interest. Appendix F.

A community development teacher provides this outline:

- " 1. Values and Development.
- 2. Social Change Precedes Economic Change.
- 3. Redefinition of the Concepts of Planning
  - Development is a process of growth
  - Policies are elements that influence this process
  - Planning is a policy of the Government in relation to targets and goals
  - Qualifications of social concepts."

and produces a rather radical knowledge base to amplify this.

- " 1. Values that hamper progress to be attached:
  - e.g. - fatalism - (main cause for colossal apathy)
  - lopsided view of goodness
  - search for the Saviour (Messiah concept)
  - relief as virtue (one group decides over others)

Values that promote progress to be reinforced:

- social right than relief (guarantee of income)
- rationalism
- secularism
- democratisation rather than centralism of plan and action.

## 2. Social change

- need for development impulse (social infra-structure)
- political elements in development
- role of government elite
- sociology of the political system in Pakistan
- sloganism, lack of organisation, one way flow of communication (top to bottom), leadership right of the idle and the affluent, charismatic leadership
- need for development oriented political parties.

## 3. Qualification of Social Concepts:

- ..... This may be termed as stock and flow concept in social welfare."

A social work teacher enumerates as theory:

"Human Rights, human needs, reciprocal dependence and responsibility, conflict change, changes agents."

and another:

- "a. Understanding of the community in the Philippines - types, structure, growth, problems, organisations.
- b. Co-principles and theories and concepts.
- c. Patterns of leadership in organisations and groups in the community.
- d. Socio-cultural values of the people."

The theory and the method of teaching leading to analytical skills are described from a school in the Philippines:

"In teaching the course, Field of Social Welfare and Philosophy and Ethics of Social Work, this particular role becomes a fairly important content. Social Welfare is viewed as an institutional concept and therefore, the way needs, resources and socio-cultural elements are related to provide alternative solutions to problems will inevitably lead to thorough discussions of policy and planning. Illustrations are used on how to assess needs and resources in the light of socio-cultural factors. An example of this may be seen in the present problem of Moslems and Christians in Cotabato. After the thorough assessment of the presenting problem which is lawlessness or needless killings or breakdown of peace and order as analysed in the class, then goals are set, both long range which is integration of groups and short range which are immediate emergency needs of the fighting groups - food, medicines, safety measures, etc. Then we wind up the discussion on what local policies should be initiated and included in planning and what proposals may the class give to national officials so that appropriate policies may be provided to attain the goal of integration. Note: Using this timely issue, made the students alert to newspaper reports re proposed solutions. The discussions then continue to philosophy, social policy and planning at various levels. Next week, the Ilocano area will be discussed from "social problem" analysis.

A. Theory - I always begin on the institutional concept and the Gestalt in terms of situations analyses. The theory that policies should be made to respond to needs and that people should not be subjected to restrictions of policies that may be biased or discriminating. In the above case, the Moslems are being made to follow marriage laws, and land ownership laws that are alien or even contradictory to their own Koran.

This leads to "respect for the rights" and concern for the inherent worth of these people. That problems are caused by understandable factors and that there may always be solutions if the true problems are understood. Since the Philippines is divided into islands of different cultural and social divisions, then it follows that policies will have to be general enough to attain a long range goal of integration, but with flexibilities built in so that local conditions may be reckoned with."

Many teachers refer to accounts of policy, objectives and the administrative processes of social services as the Social Policy and Planning content of their teaching - more in the nature of what the services are and how they (are supposed to?) work - though there seems to be a perceptible move in the Region towards policy analysis, examination of how policy is formulated, and how provision of service matches the policy and objectives. Social Policy and Planning is not only taught in relation to national plans and broad social issues; there is also considerable emphasis on "micro" policy and planning associated with agencies and communities.

"Social Work Research" taught in Hong Kong is described as follows:

"As part of an overall research design. Much research is done with policy and planning in mind, i.e. to ascertain certain facts which will evolve policy and planning decisions to be taken by agencies."

There is no specific lecture course:

"Concepts, theories that are relevant to the project in hand are taught in the form of discussion material as the need or appropriate moment arises. For Example, in the field of family planning and population control, the wider issue of government programmes is focused on superficially, more time might be given to the question of individual motivation and decision making, so that a student may look at the interplay of individual motivation and agency policy as factors determining the success or failure of a programme."



"Emphasis is placed on ways and means of implementing research findings, the difficulties that an agency may face, for example, in terms of finance, staffing, lack of adequate buildings, and pressure group opposition, in implementing a policy change."

A respondent describes the uses made of personal experience in planning as follows:

"I relate the process, methods and skills needed in policy formulation and planning to the role and function of community councils and of grassroots organisations, as these relate to other structures, in a community (e.g., the Municipal Council, the national government agencies, etc.)

I translate the process of policy and planning to grassroots types of structures.

Through more knowledge of the power structure and how it operates."

One teacher reports skills in:

"research and competence in policy formulation."

"Half of the term is spent in a seminar where different groups present and discuss issues and wind up taking a stand "social group presents an issue and a position paper - and others react as policy planners, taxpayers, recipient of services, etc.,"

A teacher of "Social Work and the Law" has asked students to write "suggestions for the Constitutional Convention" which is currently deliberating in the Philippines; it is not recorded what such an exercise produced.

In Pakistan students prepare papers

"(supposedly) submitted to the planning commission or the concerned authorities" and "radio talks, press writer ups, pamphlets T.V. programmes, etc."

and further skills:

- "1. Helped to analyse and form judgment based on facts.
2. Professional use of self.
3. Work within the value base.
4. Learn the skill of listening and seeing the others point of view.
5. Skill to differ and still be able to work together.
6. Skill to see things objectively."

From Thailand, where theory is taught as "Concept, Methods and Processes of Social Policy and Planning," the teacher comments:

"It is very difficult to develop the skills in this field because policy and planning is rather new to our country."

From Hong Kong, too, it is reported that seminar groups are asked "to write a critique of policy statements" appearing in Annual Reports and the like.

In the Philippines, the role seems to be met by the method of "documentation" and "communication" which is associated with the social work helping methods role to be discussed later:

"through evaluation of agency programme and writing of project proposals for the agency."

Analytical and advocacy skills are mentioned a number of times in relation to this role, but comments are worth recording:

"Chinese students have general inhibition as to involvement, advocacy and social action."

"General Comments: It makes an abstract discussion. After leaving school when the professionals go into the field they do not find socio-political milieu receptive to these ideas. This, of course, is a patience-testing task. I think this is the very reason when the workers are quick to fall back to traditional modes of behaviour. They strike at a compromise and make adjustment with the prevailing conditions and forget to act as agents of change."

## 2. Participation by the People.

As has been noted, this role was listed as major content for well over half the teachers and fairly important content for many more. Certainly social work subscribes to fundamental principles of "self-determination" and "acceptance" which acknowledge the right of people to make their own decisions in their own way and not to have solutions

thrust upon them. This includes the social worker's solutions and preferences also for he must assist in the peoples' decision-making processes in a non-judgmental manner. These basic principles have great importance for participation at many different levels. Not least of these is the matter of active student participation in their own learning, which has been discussed elsewhere. It would surely be idiosyncratic and ineffective to teach about participation if the climate in which the teaching takes place is not one of full participation in which full understanding is experienced as well as intellectualised. This is reflected in the response of one teacher who teaches "Role Theory, Small Group Theory, Theories on Group Dynamics." She says:-

"I find the teaching of these theories very difficult unless students are helped to latch it on to their own experiences."

and from another country:

"These are ways of acting unfamiliar to our students' group on entering the University within their family and educational experience."

One teacher specifies as a skill:

"Asserting one's views and opinions at home, in school or anywhere else."

Participation appears rather formally in "Social Work and the Law" as:

"Knowledge about the legislative process - as well as the process of elections."

In Pakistan, it is taught in History and Philosophy as:

#### "Theory

All people desire to participate in activities related to their life, but it is determined by the system in which they live.

#### General comments

The courses discuss the people's participation in its historic perspectives. Each period of history reflects the participation of people and decision making processes in terms of its prevailing conditions, political structure and the accepted philosophy of life."

The same point is made in Community Development teaching at the same school:

"Participation of the people is proportionate to the allowance given to them by their social systems and sub-systems."

Included in the theory here is Typology of Participation such as:

- a) Imposed (by an outsider)
- b) De-facto (Traditional)
- c) Voluntary and Persuaded

and based on the teacher's own study, he includes a comparative view of participation in "a traditional society," "a liberal society" and "a socialist society."

Interestingly, while emphasising "Organisation of Committees and action groups" as skills, the teacher adds this comment:

"There is an immense amount of apathy on the part of the people. They live with the belief that all events are determined by fate and, therefore, inevitable. The natural consequence of this belief is an attitude of indifference toward life and life processes. They do not find themselves free to act. They are destiny bound."

The Philippines reports two workshops which will include as active participants:-

- "1. Social work students who will comment on participation by people in community welfare agencies where they had their field work.
2. Clients will be asked to participate in the workshops to express how they feel about the policies and programmes of services. The youth, the adults and groups being served will comment on the adequacy or inadequacy of the services of welfare agencies. Both governmental and private agencies will be participants."

and adds:

"The issues will be in the agenda of the National Conference of the Philippine Association of Social Workers next November. The position of the profession on issues to be discussed at the constitutional connection will be the objective of the Conference."

Participation often appears in the form of familiar Community Development or Community organisation teaching. One teacher outlines a set of skills as:

"Skills:

1. Organising people or working in groups.
2. Training leaders.
3. Identifying and analysing community needs and defining priorities.
4. Developing a plan of action or a programme or project and guiding people to learn this skill.
5. Helping people mobilise other agencies, organisations and individuals.
6. How to help people manage conflict.
7. How to prepare people to engage in social action.
8. How to interpret and communicate needs to the power structure.
9. How to "lobby" in Congress.
10. Others. "

A particular Community Organisation stress is made by one respondent:

"This is a major content in the social work methods area. One social work intervention we are developing, and is being taught is 'Mobilising Resources of Client Systems to change their social situation.' The community organisation method is taught with emphasis on client participation rather than the 'elitist' conception of C.O."

Theory is spelled out under popular participation.

"Theory

1. Popular participation
  - democratic participation: self-fulfilment, self-realisation, self-determination.
  - casework, group work and community organisation theory, all of which use the principle of client participation and involvement, self-determination, self-help, etc.,
  - group dynamics theory.
  - human rights theory
  - theory on planned change
  - community development theory. "

and skills as:

"People's participation

- relationships
- motivating
- organising and mobilising clients (and resources)
- leadership
- communicating
- planning and programming (e.g. setting goals, priorities, etc.,)
- human relations
- use of group processes
- problem-solving (e.g. information-getting, defining problem, choosing helping approaches or interventions, implementation, evaluation."

A teaching device is outlined:

"I remember one occasion when I dismissed the graduate students and made them join a rally that was going on in front of our University. These were the Free Farmers' Association and student organisations. I asked them to experience the group dynamics, feel the pulse of the demonstrators and note how communication through placards, flags and songs gave the feeling of oneness. After an hour, we discussed these feelings experienced by the class. It was an interesting way of teaching what people felt on such occasions."

The primary purposes of the teaching of this particular role are not clear when examining the material supplied by the respondents. Participation appears to be part of the democratic value system; as part of the ideology and taught method in working with client groups of all kinds as it is held to be not only desirable but effective, and participation is involved in the community development tasks in relation to self-help projects. What is not revealed is whether participation is intended to change the fundamental decision-making (power) structure of a community or society and whether this is a major purpose of teaching participation as a role. The full implications of this kind of objective have rarely been thought through, though often subscribed to publicly by all kinds of current power structures.\* (1)

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\* (1) For an excellent discussion of Popular Participation, See: United Nations ECCA) E/CN.12/826/L.1, 1970. "Social Change and Social Development Policy in Latin America, Chapter XIX.

### 3. Social Work Helping Methods.

The role as outlined for this study appears to have a formal nature in the teaching of method in the Philippines. It is called "Documentation" and "Social Criticism." \* (1)

Hence:

"Another social welfare intervention identified and being developed for its particular responsiveness to the Philippines situation is Social Criticism which engages the social welfare worker in the documentation of the need for adequate social welfare programming based on her knowledge of the inadequacies or deficiencies in welfare policies and programmes. This role is emphasised in the methods courses. Students are required to document their experiences. The results, so far, of our experiences have not been too satisfactory and we have few good documentations that can be used for teaching purposes - and more importantly, few good documentations that can be used to influence social policy.

Completed thesis studies have good potential for this also but there has been no systematic (organised) attempt to have student thesis studies reach strategic areas they can influence.

There are hindrances to proper documentation that we ought to be looking into seriously."

Theory is described as:

- " (a) Professionalism (or professional responsibility), to share professional knowledge, to the extent that they would, ultimately redound to the welfare of the community:
- (b) people's participation in policy-making."

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\* (1) See Thelma Lee-Mendoza "Social Work Models of Intervention in the Philippine Setting". "Report of the Second National Workshop on Social Work Education". 1968.

and skills:

"Documentation

- recording
- reporting
- research skills
- communicating
- organising ideas
- setting priorities
- interpreting
- understanding and working with bureaucracies  
(specifically, in relation to how the documentation can reach "upstairs")
- making recommendations."

A most telling comment is added:

"There are such limited sources of information, both foreign and local, which are illustrative of these two roles which can be used for teaching purposes. For documentation, specifically we strongly urge students to document field practice experiences showing gaps and inconsistencies in the provision of services, within the framework of social work philosophy. There are many difficulties encountered (e.g., agency or practitioner's defensiveness - inability to accept students' observations and criticisms, etc.), the unsatisfactory result being that these documentations hardly make an impact or a dent. Maybe we need to learn skills in pursuing results from these documentations."

The last sentence points to a very important matter. Not only are we deficient in skills, but also in examples of successful application of this very crucial role of the social worker, which raises fundamental questions of the nature of social work as a profession. Such an observation as the one above is not an isolated one; it appears again as follows - and from one of the most vigorous democratically oriented societies in the Region:

"discussed in class but social work students do not express this outside the class"



Social workers are afraid to express dissent in their agencies because of:

- "1. fear of being branded radicals.
2. fear of losing their jobs (in the case of governmental welfare agencies).
3. fear of pruning of budgetary allocations if they incur the displeasure of those in power. This is the most frustrating part of teaching - to realise that what is taught is the very opposite of what they encounter in practice. This is the root cause of credibility gap and the crisis of leadership of youth activism."

One teacher reports:

"We are so obsessed by this role that it took quite a while to move from the separate methods approach to something more appropriate in our setting - the integrated approach to meet identified problems.

A major aspect of this approach is not yet clarified or crystalised. The worker may very well ask the question: "How far should the social worker go in this developmental function? How realistic may the goals be set, considering agency limitations, etc"."

This latter is echoed by another:-

"There is need to clarify the extent of social work's responsibility in relation to these two roles, and to delineate such responsibilities which are uniquely social work's from the responsibilities of those in other professions or disciplines, which also teach these theories. Once done, we should then find effective ways of teaching and engaging or doing these roles."

One notes with interest the phrase "Science of Social Reality" which one respondent has coined, and from the same school, "The Culture of Insecurity."

"I suggest that as social workers, the value of a questioning attitude while being a participant in social process is a healthy attitude as a worker. This ought to be developed in the members of a community in which one works. A spirit of inquiry as an attitude is a means by which lay-people in the community can participate in the science of social reality.

To understand the local situation, I spend a great deal in treating "The Culture of the Oppressed," "The Culture of Poverty", and what we have been developing in the Institute, "The Culture of Insecurity." \* (1)

Theory seems to consist of:

"Processes: concept of totality. These theories help the students realise that the situation they are confronted and deal with mirrors the bigger society of which they are a part."

- "1. The Theory of the Social System emphasising that any social system is related to a larger social system. The discussion then revolves on "Social Work as a Social System."
- "2. For the Analysis of Social Problems, general sociological theories have been utilised:
  - a) Cultural Lag
  - b) Personnel vs. Social Definition of the Situation
  - c) Trickle Effect
  - d) Reference Group and Relative Deprivation
  - e) Challenge and Response."

A skill which nicely pinpoints this role is stated as follows:

"I consider interpretive analysis of experiences as a skill."

"Group discussions are a means to train students in this skill."

- \* (1) "Culture of Poverty" is a concept developed in the books of Oscar Lewis and outlined in an article published in the Scientific American (Ref. ? )

"Culture of the Oppressed" is referred to as Pedagogy of the Oppressed by Paulo Friere

"Culture of Insecurity" concept developed at The Asian Institute, Manila, by Dr. Francis Sندن.

The following seems to describe well what students are encouraged to do in this contribution:

"The students are encouraged to see the reality situation and report in the supervisory meetings, class discussions and in field reports, the inconsistencies or gaps they find in their work experiences, in programmes and policies. They are further encouraged to minimise it or overcome these gaps through their own field work at the local level; they are helped to develop channels of communications and structures so that systematic work could be carried on with some effective result of lasting nature."

There is obviously an enormous area to explore in what constitutes "encouraged", but it is interesting to note the "helped to develop channels of communication and structures so that systematic work could be carried on with some effective result of lasting nature."

This whole area of concern emphasises the importance of the need to move on from individual sensitive identification of gaps and inconsistencies often dealt with by social workers by "minimising" or the process of "green tape" (using their position to help clients move through the red-tape which is poorly understood - the function of helping clients through the social maze and getting regulations stretched - a kind of patronage role). The difference between this and obtaining changes in regulations or procedures demands more organised and collaborative efforts and this in effect would seem to involve the Institution Building Role. \* (1)

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\* (1) R.C. Nairn (see page 165) puts it this way:  
 "The tendency of activity to cease where there are no institutions to assist was described in the graphic phrase "cut-flowers" - "We give these people pretty things which wither and die just when they begin to like them because our benefice has no roots". "

#### 4. Institution Building

Many teachers responding to this role clearly state the relationship between participation, identification of need and the importance of institution building. For example:

"In my teaching, I stress very strongly the importance of community building. To facilitate this, I explain to students and outside workers the attitudinal obstacles to this, and how to make use of the positive aspects of indigenous values. Furthermore, I bring home to them that a concentration of efforts and skills in an institution is necessary to prevent dissipation of these skills and efforts. I try to make clear to students and social workers that they have succeeded in a community only after having created a community spirit."

Some teachers take a rather formal view of the role, as does this C.D. teacher:

"Theories on the strengthening of local government units for community development; the institutionalisation of planning and co-operatives in the community."

and another in the same field lists particular institutions which presumably are taught about:

- " - community centres
  - schools for adult education  
basic education
  - organisation for saving schemes
- a good means to provide resources  
and services:
- agricultural co-operatives
  - commercial co-operatives
  - house building co-operatives
  - co-operatives banks. "

One teacher reports her teaching of:

"Family as a unique Institution, Functions of the family in Nation Building & forms within the Filipino values."

and matches this with:

"Skill to differentiate when particular values may be modified to bring forth better changes within oneself, the home, the school and the community"

Other institutional forms are mentioned specifically, such as -

"Day care of pre-school children,  
Family Planning as an integral part of family welfare.  
Manpower development for youth especially of a technological rather than white collar kind."

Rural reform, consumer education, slum renewal and relocation get a mention but are not elaborated upon.

General theory includes:

"Institutions are the expression of the needs of society."

This particular respondent provides a historical survey, and shows how

"each period developed its own institutions in terms of its needs...."

Categories of institutions are then studied; this takes the form of various welfare organisation.

Another teacher cites:

"Theory on social institutions: origin, determinants; life span"

and adds:

"I concretise these theories with the students by discussing the effects of institutions on them as individuals, then on their families, on groups and organisations they are a part of, and then on their society."

This is qualified by the comment:

"The teacher must provide boundaries for discussion of above, so that it does not merely become a gripe session"

and concludes:

"I have a feeling that these roles may only be meaningful to students of a certain intellectual calibre and social status."

It would have been interesting to pursue the significance of "social status" in this connection.

Another contribution states:

"In courses such as Social Services, Social Welfare and Community Organisations and Research, students are taught importance of structures as well as drawbacks of bureaucracy or institutionalisation to the detriment of personal initiative and human relationship. We emphasised changing structures for changing needs."

In teaching "Social Welfare Administration" attention is drawn to:

"Role of pressure groups:

1. "professional" to achieve provision and extension of particular services.
2. emphasis on consumer rights to welfare."

Apart from the familiar community development skills that can be translated as institution building skills, the response to this role in spelling out skills was remarkably sparse and was typified by statements such as:

"Skill in initiating social change and management"

This was done:

"by exposing them to the dysfunctional elements of some institutions and making them think what may be done."

or: "students are encouraged to plan programme where they develop the knowledge and skill of working as a team member in an integrated approach."

An intriguing set of skills was listed:

"interpretation of unmet needs by social workers in the agency; social workers in private life not bound by agency policy; provision of new resources."

Perhaps a summation is to be found in the following answer:

"A comprehensive background knowledge of man in society, how man's social functioning and social roles are affected by the different variables; social, cultural, psychological and physical. This knowledge hopefully will provide them with an understanding of their role in institution building."

It is difficult not to be struck by the word "hopefully". Beyond teaching about institutions, it is extremely difficult to gather from the responses what is taught regarding how institutions are built or changed as far as the role and skills of the social worker are concerned.

Most teachers expect this to be taught in field work, but:

- a) it is not clear what it is that is to be taught and where exactly this fits into theory or methods teaching.
- b) it is freely acknowledged that this by and large does not or cannot happen in the field as it currently functions in respect of practice or agency organisation.

The best that one teacher can say is that the skills are taught in:

"Fieldwork agencies in a very incidental manner."

Much of what is said below can be applied generally to the five roles that have been selected, but it seems particularly apt to apply these comments in relation to this role, related as it is so fundamentally to the others.

"There are so many theories on programmes of social change or community development. Most of these seem reasonable enough. None, however, can be pinpointed as the theory, and none has been tested rigidly in terms of approaches, methods, and techniques in a manner to find applicability to particular rural areas."

"There is not much empirical evidence to prove or disprove the validity of the kind of knowledge available or to prove the workability of the theories. The amount of research studies and/or written materials are still inadequate."

"Insufficient, inadequate illustrative or demonstrative materials, e.g., case studies and records, as well as agency, models and practitioner models. Not enough researches, very few local studies show where, how, and with what effectiveness these skills have been applied. Not really enough class-time where these skills may be taught intensively."

A most penetrating comment comes from a teacher who has herself an outstanding public record in involvement in change and institutional construction and reconstruction.

"The problem is the recruitment of faculty who have had the necessary exposure to these types of activities. Also, there are not enough welfare agencies who have ventured into these new frontiers. They are comfortable with their old policies and programmes and when our students raise such questions as amending the constitution to change the purpose and objectives which have been determined 20-30 years ago, agency supervisors have described students as being too critical of agency policies."

With existing welfare agencies very much has to be done to educate the elite who compose the board and committees. I doubt very much if welfare agencies both governmental and private, can give the field work experience to the students in these roles."

## 5. Social Justice

Some teachers refer to this role mainly as an objective, or in very general terms such as:

"Theory: The principle that every individual has the right to assistance as provided for in the constitution.

The principle that every man has the right to service."



Others refer to the role in legislative or service terms:

"Come concepts and laws in local taxation and land reform"

or "Knowledge about existing income maintenance, public assistance schemes."

Another gives more emphasis:

"A major focus in discussions on poverty and measures to combat it. 50% of course on Social Welfare Issues."

A History and Philosophy course identifies Trade Unions, and Labour Problems, Industrial Conflicts and Co-operatives as related to this role.

"A few teachers relate Socio-Economic theory to this role - Marxism, Socialism, Capitalism, Welfare State and one teacher enumerates Human Rights, Human Needs, Projecting, Socialism, Communism, Social Work Responsibility (for ? ) minority group(s) "

with related skills listed as:

"mobilising resources; interpreting needs to power groups, participation in pressure groups; leadership training."

More radical notes are struck as follows:

"The concept of social justice is discussed especially in the area of social action. Moreover, the relationship and importance of power and organisation of people are discussed in attaining social justice for the deprived population."

"As said before, our institution is policy-making and aims at the liberation of the oppressed masses, at a change of social structure by developing the lower classes. Greater participation or share in economic and political life is essential to this change of social structure."

A judgement on the contribution of social workers contribution appears in this response:

"Social justice is the most important issue in the Philippines today. Income disparity and inequality of opportunities are our major concerns. Community organisation is focused on organising the different status of society to work together to restructure society through redistribution of economic and political power. Politicalisation of the masses is part of the community organisation process.

So far, very little has been accomplished along this line. Social workers have not made any significant contribution in any of the above areas of concern. I have the impression that they have not started their roles of mediation and advocacy for fear of reprisals from powerful people in government. As a profession, the social work profession is far behind the nursing and medical professions in influencing public opinion and legislation."

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CHAPTER VIIIRECOMMENDATIONS

"We must think of preparing a social worker who, like the Roman god Janus, has two faces, one that looks outward - to the community - and one that looks inward - to the profession. The outward face is the face of certainty - it conveys confidence based on the students' conviction that as a practitioner he is different from the layman; he possesses competence and is equipped with skills to help and to change. The inward face is the face of scientific inquiry - it conveys the responsibility to participate in the improvement of the profession, hence nurtures scientific skepticism, the urge to ask questions, to inquire into the appropriateness of our work, and to strive for mastery of knowledge and skill. Both faces are needed, certainty as well as doubt, and at different times either of them is appropriate for the good ~~of the~~ professional.

Werner W. Boehm

"Academic Freedom and Professional Education  
in Social Work" Vol. 7 No.1. 1971.

Journal of Education for Social Work.

"But while there is as a rule no conscious connection between the thought of a thinker and the organisation with which and within which he lives - while there is no need to shout 'corruption' - there are some hidden (and on the whole respectable) interrelations between mental superstructure, which should be as objectively and fearlessly investigated as all other aspects of reality."

Werner Stark

"The Sociology of Knowledge" (Page 21)  
Routledge Kegan Paul, 1958.

and  
organizational  
substructure

THE UNITED NATIONS ROLE AND RESPONSIBILITY - AN OVERVIEW

A major emerging theme of this report has centred around a conviction that though much valuable individual work is being done in the Region, there is no adequate machinery for relating efforts to each other and thereby maximizing the impact of the contributions in the interest of coming to grips with the large-scale problems which are to be faced. It would be ingenuous to argue that we must begin our professional role of change agent by being actively willing to examine and change our professional selves and to construct new institutional forms for fulfilling our roles, if we did not also turn some attention to the structure from which this study originated, itself a part of the fragmented inputs.

As outlined in the first chapter of this report, the deliberations of Ministers, Experts and the Professionals all led to the sponsorship of this study by UNICEF and the Social Development Division of ECAFE. The expectation is that a continuing contribution will be made by these organisations to the development of social work education and training in the Region, with this study constituting one of the steps. There are a number of international organisations and persons in the Region committed to similar purposes. Immediately comes to mind, in addition to UNICEF and ECAFE Social Development Division, the East-West Centre in Hawaii, the International Association of Schools of Social Work, the International Federation of Social Workers, the proposed Regional Training Centre to be located in the Philippines and supported by the United Nations, the country-based Advisers on intermediate term assignments and the Regional Adviser based in Bangkok. This certainly does not exhaust the list. All these mentioned do put much energy and resources of all kinds into the Region, amounting to a considerable total investment, though perhaps small in relation to need. Informal relationships and from time to time formal ones too

are certainly amicable, but might they not conjointly be more effective?

Much has been made of the need for "Policy and Planning" in relation to social development. We would like to suggest that a leaf be taken from our own book and we get together to try to sketch in an overall set of priorities, say for ten years tentatively, five years solidly and two years definitely, and relate to these the nature of the inputs that each can best and realistically make in a coherent plan. One is not looking for too rigid a formula (which would not be sensitive to change and ready to move in where unexpected opportunity arose), but it would be most useful both for all the organisations and the people involved to try to systematically anticipate what is required and to see clearly how one effort coincides with, and will alter, another.

One hesitates to select examples of the kinds of problems that arise from so many, but two come most readily to mind:

1. the overall resources and expected impact of providing study abroad opportunities in the ~~the~~ social work field most certainly needs rationalizing, especially in regard to where such studies are to fit into specific tasks and programmes in the Region, and
2. what are the likely repercussions on the present training plans, programmes, staff, etc., of new inputs, (for example, family planning)?

It is not merely a matter of co-ordination of effort to avoid duplication or waste, but it is of primary significance for those who stand somewhat outside of national concerns to be able to offer an agreed perspective from which nations can get a sense of bearing in a very troubled and chaotic area of human concern.

This is important for at least two reasons:

1. We should set an example internationally of well thought-out and planned action involving the nations in the overall policy priority and programming decisions which will make use of our different resources most coherently, and
2. The need for support by the embryonic professional social work power groups within each country is of tremendous importance, and the combined representative voice of all these organisations is likely to be more influential (and should plan to be so when necessary) than the current situation of single voices, often with different or even conflicting contributions to make to different "client groups."

International social work need not hesitate to lend its voice appropriately to national debate and action if it has objectively thought through and carefully considered the role it has to play in a given context. Indeed, it is probably the single most effective thing that international social work might do, to help devise ways for nationals of the countries concerned to move into action with a sense of belonging to an international professional community to offset the sense of isolation within their own country that such action may bring. It is perhaps not properly our position to say so, but it would seem appropriate for a body such as ECAFE to play a prominent part in bringing about this kind of regional co-operation and providing the organisational structure.

If there is a problem of involving these non-governmental organisations under an ECAFE-sponsored umbrella, it might be mentioned here that much difficulty within countries is currently engendered by the fact(?) feeling (?) that UN relations to governments tends to

preclude the full and responsible participation of the non-government or non-public department-sponsored social welfare practitioners and educators. This often happens due to communications and collaboration problems between official government channels and the other organisations. The more the UN could do to break down the dichotomy that seems to be increasingly dividing international resources between two sets of recipients (government and private) - and if this were done by expressly demonstrating that to do a specific job the appropriate persons or personnel are brought in (in this case, non-government organisations to plan overall progress in this field) - the more it would set an example of the importance of selecting the right person for the seriously intended and planned-for function. Currently there is a danger of giving inadvertent and subtle but powerful support to old style patronage ways of working which are antithetical to the social development objectives we set out to achieve.

This problem arises precisely because of the weakness of organisational structure in social work within each country, which works against the full effects of international resources finding their way to where they are needed most.

Firstly, then, one needs a more co-ordinated international effort.

#### Standing Regional Committee

1. It is therefore recommended that a policy and planning collaboration be undertaken with interested parties to identify priorities in social work education and training and to indicate what resources will be provided by whom on the basis of a ten year, five year, and two year plan of operation, with machinery to be set up to provide an ongoing collaboration effort.

This might well be in the form of a "Standing Regional Committee on Social Work Education." Though it might administratively be given an advisory function to ECAFE it should actively be involved in the whole policy and planning processes which will operationally bring out close collaboration between the UN agencies, personnel, and the agencies represented on the committee.

One focus of attention of such an advisory group might be an assessment of the purposes for which Regional or Sub-Regional Seminars are particularly suited.

#### Country-based Workshops

Our view is that for many purposes in the field of social work education and training, the major instrument for progress should be country-based workshops (with a view to creating strong organisational resources within a country for ongoing endeavours in this field). It might be advantageous in some circumstances to join two or three countries together for such purposes, but only where the problems to be tackled are those which are definitely known to be very closely paralleled in the particular countries. Individual regional participants might be invited when they have a specific contribution to make to specific objectives which are the focus of the workshop. Workshops should have clearly stated work to do, with specific targets to be fulfilled by, and followed through by the workshop participants. All workshops should be extensively prepared for by participants, attendance at workshops should be dependent upon the preparatory work having been successfully undertaken, and future participation at workshops should be dependent upon the shown results of the previous ones. Workshops are not the place for general theorising; this should be done on paper or at more general meetings. The purpose of workshops is to produce specific things for specific use. Preparation has been mentioned here and this preparation will need to be supported by staff and resources. Preparation will also have to include the setting of specific objectives of the workshop and proper involvement of the appropriate persons in planning. Outside substantive support for both these tasks might well come from three sources: an extensively briefed consultant or adviser, the Regional Adviser, or staff of the Regional Training Centre. Support for in-country social work personnel should satisfy the long-term aim of strengthening an ongoing organisational structure (such as a Council of Social Work Education, Association of Social Workers, or a Training Institute).



Involvement of the Regional Adviser and the Regional Training Centre in such workshops would have the advantage of beginning to form an itinerant team of workers who would improve their performance and expertise as they moved from country-based workshop to workshop.

#### The Regional Adviser

Such an approach probably alters the nature of the Regional Adviser's role and certainly entails a specific joint responsibility with the staff of a Regional Training Centre. It might be mentioned here that further built-in responsibilities for the Regional Adviser and the Training Centre would be to have specific collaborative roles with any country-based advisers in the Region as support for the adviser; to help make explicit overall UN thinking in relation to the problems arising; and to be able to adequately feed back into training the experience of the country adviser who commonly takes much of his hard-won experience out of the Region when his contract ends. A further possibility might be that with the growth of more effective national social work organisations, these could become formally involved in formulating specifically what they themselves cannot provide for the country; help in the request for consultation from the Regional Adviser; actively do some of the preparatory work for such a country visit and be an instrument for follow through. In collaboration with UNDP/UNICEF, etc., such groups could make the Regional Adviser's contribution increasingly effective.

#### UN Policy Meeting

The above emphasis on substantive support for country workshops and the role of the Advisers and the Regional Training Centre have obvious important implications for UNICEF/ECaFE and Headquarter policy and modes of operation. There would seem to be a case for an in-the-UN-family meeting to consider such an approach to social work education and training efforts in the Region and presumably this should precede the recommendation for a "Standing Committee" as this latter is also a matter for UN policy decisions. Should some such approach as outlined above be adopted, most certainly it could be part of a UN position paper presented eventually to the "Standing Committee" for its comments.

2. It is therefore recommended that the substance of the proposals outlined here be the focus for a meeting of the UN personnel directly concerned with social work education and training matters.

#### Model building

The United Nations might also play an instrumental role in bringing together a group of appropriate experts to discuss the value and feasibility, and to begin the work, of institutional model building for social work education and social work in the developmental context.

This report has repeatedly reiterated the view that there is a lack or inadequacy of institutional machinery for a multitude of tasks. This defect in structure ranges all the way from ways of handling acquisition of the most appropriate books and professional literature, through ill-defined curriculum building machinery and work tasks, to confusions between educational institutions and the nature of the knowledge that they teach, and on to the discontinuities between school and agency, practice and theory and the social workers' role in a two-way dialogue in policy formulation and planning.

There would seem to be a need to build internal models for such organisations as Professional Associations, and coherent learning-teaching institutions, and external "linking" models between organisations in order to maximize efforts towards the conditions in which National Social Policy is formulated through and informs, by a unified process, through the steps of planning, projects, manpower, job analysis, practice, theory building, and so on into, and from, a constantly sensitive-to-change curriculum in schools of social work. The kind of model we envisage is something along the lines of the "double helix" of chemical-biology - a model not set up to be aspired to or followed, but to inform, explain, and heuristically to help us to question and find out

about the gaps and inconsistencies and discontinuities and to indicate the consequences of these to the whole structure of the role of social work in development. It would serve as an analytic tool for looking at organisations, what we have and do not have and the "built in" consequences.

Discussion with professionals from other disciplines has encouraged, even excited us, to pursue this line of theoretical endeavour which promises much in practical terms.

3. It is therefore recommended that the UN consider the setting up of an expert group to examine the matter of the construction of institutional models for social work education and social work in the developmental context.

The United Nations has in addition to these broad responsibilities an active role to play in stimulation and support of national efforts. It would be repetitive to outline these possibilities as recommendations both to the UN and the national level. It should therefore be taken as given that the UN is recommended to play an active role in the recommendations that follow.

#### NATIONAL EFFORT.

The United Nations, we have recommended, should play an active role in the support of country-based workshops. The aim of international support for such workshops is not only to begin to reach whatever targets are set for the workshop, but essentially to build up a workshop machinery so that each country will begin to strengthen its long-term capacity for coming to grips with various problems. The workshops should involve a wide range of persons who will become actively engaged in the workshop process of solid preparation, learning and follow through into action.

A number of workshop tasks are immediately suggested by the material in this report.

Workshop tasks

Here is a selection:

1. Social Work Manpower - a working document.
2. Social Work Jobs - a job analysis exercise and formulation of job descriptions.
3. Social Work Career Structures - an exploration of what has been and what might be.
4. Social Workers, Policy and Planning skills
  - what are social workers presently doing in this area, what are the skills?
5. The Skills of ... (a specific job, such as Residential Care of Children)
  - The method and content of training - an exercise in curriculum building.
6. Social Priorities. Implications for Social Welfare, Jobs and Curriculum
  - A curriculum building exercise linking method and content to a specific social priority.
7. Organisation for Action
  - an institution-building exercise with a professional organisation in mind. How would we need to operate, what are the systematic steps, what should the relationships be between offices and committees. What are the flow-through channels from identification of problem to planned and sustained action. Model organisation.
8. Social Policy and Planning
  - Its meaning in X country, Teaching. Theory, Knowledge, Materials, Skills - a curriculum building exercise.
9. Social Justice, Institution Building, Participation.etc..
  - as for 8.
10. Identification of Gaps and Inconsistencies in Policy & Programme
  - The construction of a reporting, exploration and action machinery for professional social workers.
11. A workshop on the preparation, conducting and follow-through of workshops
  - A methodological exercise with a number of specific workshops in mind.

12. Books for Social Work - How to construct machinery for systematic coverage of new literature by the profession and the central cataloguing of social work literature, etc.
13. Preparation work for participation at International or Regional Social Work Gatherings

There is no need to extend this list. Countries must identify their own.

4. It is recommended that National Social Work Organisations (in consultation with the UN agencies, the Regional Training Centre and UN advisers) explore the full range of possibilities and implications for an ongoing series of specific task oriented workshops related to social work education in the developmental context.

The thrust of the national effort must be to build and strengthen the professional organisations and machinery for coming to grips with the multitude of tasks.

Chapter III on Research has three minor recommendations to make:

- |                         |   |
|-------------------------|---|
| <u>Abstracts</u>        | 5. It is recommended <u>that all research or thesis reports required by a school have a built-in requirement to provide an abstract at the time of submitting the report.</u> (See page 67)     |
| <u>Research for Use</u> | 6. It is recommended <u>that schools carefully consider the whole matter of ensuring that reports and theses are required for practical use as well as for academic purposes.</u> (See page 68) |
| <u>Concern Emphasis</u> | 7. It is recommended <u>that the 'consumer' emphasis in the teaching of research is taken into greater consideration in teaching.</u> (See page 76)   |

The major recommendation from this chapter is:

8. that an attempt be made to interest a school in thinking through the full implications of the "four-phase" research (policy, planning, implementation, action fieldwork) approach with a view to testing out such a teaching procedure. Full documentation of the preparatory thinking, organisation and ongoing comments, should be a built-in part of such a project - along with an evaluation. A full account of such a project should be written up and a manual or guide-lines be produced for other schools who might wish to undertake such a restructuring of their programme and teaching. (See Page 90)

Support should be sought through the UN agencies. This would most certainly require a reinforcement of staff and preparatory work. Consideration should be given to what specific resources could be provided to attempt and document an experimental approach of this kind. (Again the Regional Adviser and the Training Centre will need to play an appropriate part).

#### Sub-culture Learning

Chapter IV on "Ways of Learning" has a major recommendation:

9. It is recommended that an attempt be made to interest a school in the region in thinking through the full implications of a "sub-culture" teaching approach with a view to testing out a selection and teaching procedure. Full documentation of the preparatory thinking, organisation and ongoing comments should be built-in as part of the project, along with an evaluation. A full account of such a project should be written up and a manual or guide-lines be produced for other schools who might wish to undertake such a restructuring of their programme and teaching. (See Page 108)

Support should be sought through the UN agencies.

The requirement here is to make a diagnostic analysis of the prevailing learning patterns common to the socio-cultural background of the students and to work out the ways of beginning an acculturation process of inducing a professional sub-culture with characteristic learning patterns. Such an endeavour would also require a re-thinking and re-working of selection and admission procedures:

#### Selection and Admission

In terms of a recommendation:

10. It is recommended that schools of social work examine their selection and admission procedures and work out ways of making these consistent with both academic and personality demands to be made upon the student by the process of learning to become social workers.

Chapter V on "Libraries" has a number of recommendations to make to schools:

#### Library Committees

11. It is recommended that a library committee and staff responsibility for all library matters be clearly defined. (See Page 124)

#### Displays and information

12. It is recommended that a display and information service be provided by the librarian and the staff/student member of the library committee. (See Page 118)

#### Annotated Bibliography

13. It is recommended that staff and students work on the construction of an annotated bibliography. (See Page 122)

#### Which Books?

14. that a reviewing panel be set up to examine relevant books and literature with a view to identifying its specific use in teaching with particular reference to its value in the prevailing social and cultural content. The panel to recommend accordingly the priority given to the purchase of such literature in the light of the agonisingly small library budgets. (See Page 123)

Translations 15. that a national attempt be made to translate the most appropriate literature, but translating not just language, but concepts, values and illustrations into the country's own context.

(See the example set by the Institute for Community Development. Malang, Indonesia).

Journals 16. that any offer of books or literature by donating organisations be responded to by a request for the purchase of long-term subscriptions to the relevant professional journals. (See Page 123)

ECAFE  
Clearing  
House 17. that the repeated suggestion that ECAFE become a clearing house for literature such as journals and teaching materials be further pursued. (See Page 123)

Allied to these matters is the question of:

#### Teaching materials

The production of teaching material must become a firm responsibility of someone within an organisational structure. Much material should flow from some of the activities outlined in other recommendations (see-saw roles, four-phase seminars, learning-to-learn exercises, etc., if someone has the specific responsibility of seeing that they are produced and used). However, there are two areas which could be specifically encouraged and supported:

##### 1. Mini-Material

Many people think of teaching material as full-scale case studies. These are not ordinarily produced in practice and therefore become a rather academic responsibility; but "mini" material might easily become available and be of infinite value. Educators would need to identify specific matters which need illustrating and ask for examples from the field (and the students). A kind of "Illustration of the week/month" might be set up, a competition with prizes or at least accolades for the three best illustrations.



For example: "Advice is often apparently rejected, but later the recipient produces the advice as though it were his own idea."

Examples, please.

"People often select minor problems to worry about, while ignoring much larger ones that seem obvious to outsiders."

Examples, please.

"Social workers sometimes are met with open or veiled hostility." Examples, please, and explain what you did.

The examples could be repeated a thousand-fold.

Mini-material collected together could mount to a wonderfully rich fund on which to draw for teaching and discussion - and would also give the providers of the material much to think about, and so illustrate to them the importance of their everyday experience.

Mini-material could also be produced by providing notice boards and assigning subject areas to each student (or small groups of students), with a monthly competition for the most interesting and varied clippings from newspapers and magazines, quotations, pictures, comments, mini cases? displayed. These materials would then be filed and kept in the library. The notice boards should be in the corridors where students tend to accumulate - a case of "don't just stand there, read (learn) something!"

8. It is recommended that specific responsibility is assigned to a teaching materials committee to explore the possibilities of encouraging the production, examination, and dissemination of "mini-materials".

## 2. Creative literature

We have engaged separately and in close collaboration with the Regional Adviser on Social Work Training in an exploration of the possibilities of collecting and using indigenous creative literature (novels, plays, poems, legends, songs, proverbs, etc.,) for social work teaching purposes. Exploratory workshops have in fact already been conducted in Iran, Philippines, and at the recent seminar in Bombay.\* (1) Each has or are in the process of producing documentation of the work undertaken. The potential is exciting and important.

19. It is recommended that national efforts be made to build upon the work already started in the matter of the use of indigenous creative literature; that support be sought from the UN agencies in this endeavour; and a proposal be made for the bringing together of such work on a regional project basis.

Such an endeavour certainly merits a Regional project in its own right. A detailed description of such a project could be provided quickly, based on considerable experience, if such a recommendation were to engage the interest of UNICEF/LCAFL or other sponsors.

### Policy and Planning Activity

Chapter IV on "Fieldwork" recommends:

#### A Thesis Topic

20. that a thesis be undertaken based on observation of the policy and planning functions of a social work educator in order to provide material leading to an analysis of and the subsequent teaching of such roles. (See Page 137)

#### Professional Canvass

21. that each country canvass its professional social workers to discover the full range of policy formulation and planning activities they are engaged in and to see whether some real rationalisation of time and effort might be worked out as a preliminary step towards improving practice and teaching and the field work possibilities. (See Page 137)

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\* (1) A formal recommendation has been forwarded from Bombay.

The major recommendation is:

22. that an attempt be made to interest a school in thinking through the full implications of the "see-saw" approach described in the chapter and an attempt made to test out this procedure. Full documentation of the preparatory thinking, organisation, and on-going comments should be built in as part of the project along with an evaluation. A full account of such a project should be written up and a manual or guide-lines be produced for other schools who might wish to undertake such a restructuring of their programme and teaching.

(See Page 155)

Support should be sought through the UN agencies.

This recommendation requires sustained five-year contracts for an educator(s) to move into "developmental" practice, set up supervised work for students, and build the experience firmly into theoretical teaching. Such a person should also be kept in close touch with the Regional Adviser and the Regional Centre and possibly even be considered an Associate member of the Centre's staff.

A Manual "How to set about Curriculum-Building"

Chapter VII on "Educators and the teaching of social development roles" should have provided many specific recommendations. Some of the appropriate areas for work on these matters are perhaps to be found in some of the workshop examples related to recommendation number 4.

However, the fundamental need seems to be, not to prematurely seek a curriculum as to make a beginning in finding out how to construct them.

Thought should be given to the tentative "from the ground up" curriculum exercises begun in Thailand (i.e. beginning from social priorities and working backwards into selection of content).

(See Page 79)

The Thai experience with the use of their Klong Toey research at the national level also gives much cause for thought about the nature of curriculum building. (See Page 77)

The view we hold strongly is that there is an urgent need for sophistication in thinking about curriculum construction in the Region.

23. It is recommended that a "How to set about curriculum-building" manual be prepared.

The manual might follow these lines:

- i. What is a curriculum?
- ii. The place and nature and relationship of theory and skills.
- iii. How to set about getting a curriculum.
- iv. A check list of questions  
Have you....? in formulating your curriculum.
- v. A check list of questions  
Does your curriculum...? in assessing your curriculum.
- vi. A bibliography for curriculum-makers
- vii. Anthology of quotations for curriculum-makers
- viii. Report sheet for sending your curriculum to the Regional Training Centre/Regional Adviser.  
(Comment and Consultation (at least by letter) to be provided).

### Method

A word about method of producing such a manual is important here. We have not as yet, (and as far as we know, no one else has) a clear idea of what a development geared curriculum in the context of a particular country should look like. We must break down the expectation that expertise can and should say "what should be done", to an expertise that starts from the premise "this is a way (there are others) that we can set about finding out what should be done." Production of a manual should be based on this principle. (This also reinforces a familiar social work education and practice principle).

The point is not to see the end result as the actual production of such a manual but to set appropriate persons to work on thinking through the fundamental principles and the need for change in the curriculum-building process. It might be a useful thing to do to get workshops to produce such a manual. By providing good preparatory material and appropriate resources, and setting up a series of relevant exercises, educators (and others) at such workshops would not only produce a document but would be involved in learning empirically as they go, (and teaching many others) and, most importantly, be constructing and setting in motion machinery for the revision (re Vision) and reconstruction of their own teaching programmes.

All these recommendations are offered in the spirit of questions. All are provided to provoke discussion. All are offered in the earnest hope that better, clearer recommendations will be forthcoming, and above all, that action will follow which in time will be seen to have made a professional contribution to the betterment of the human condition.

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## Epilogue

This work has attempted to pay attention to a very broad range of matters connected with the curricula of schools in the region. In the time allotted much had to be indicated rather than thoroughly examined and much left out. This is one reason why we have chosen to call this effort an 'exploration' rather than claim the elegance inherent in 'study' or 'survey'.

Attention was drawn at the beginning to the difficulty of deciding what was really implied by "social development". The five roles were a working device that we thought would give us a lead in finding out from social workers and educators what in fact clustered around the developmental roles that the profession was preparing its students and trainees to perform. The results from this device leave us still unclear and stir misgivings of a fundamental kind. As long as social workers saw themselves as "stretcher-bearers" of society and their role as reformers a matter of humanising and sophisticating the social thinking in relation to slow but inevitable progress in human affairs, it was not necessary to examine too closely social work as a social institution and the society in which it was embedded. For most purposes such considerations were of interest only as historical process. But successive jolts in human affairs lead us to face the reality that far from progress being inevitable, many indications suggest that progress is doubtful.

Despite all the pronouncements and efforts for example, it now seems that there are more hungry and uncared for than ever. Leonal Rugama of Nicaragua in a striking poem says,

".....

The parents of the Acahualince people  
were less hungry than the people are today

The parents died of hunger.

The people who live today in Acahualince  
are less hungry than their children." K/

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K/ See Gary MacEoin, "Latin America Who is to Blame?", Commonwealth, June 25, 1971.

A kind of intellectual politeness has conceded that "social" development should be perhaps an equal integrated partner to "economic" development in recognition of the fact that all the economic solutions proposed to date have proved themselves incapable of dealing with poverty and political and social injustice -- indeed may have aggravated the situation. We are now led to the growing "technical" conviction that profound social and political change are possibly the pre-requisites of economic development. Such a view puts mass poverty central, and open, to direct developmental processes rather than on the periphery of things subject to indirect solutions.

This evolution of thinking (the kind of evolution biologically speaking, between the molluscs and the vertebrates) puts social work concerns firmly in the arena of frankly political events. (Political in the sense of who controls and gets what.)

The magnitude and outcome of such an evolution is certainly apparent in the terminology of, "participation of the people," "institution building", "social justice", "social policy and planning" but the significance of this has hardly as yet penetrated beyond the words, and certainly not coherently and systematically into any curriculum we know of anywhere in the world.

If social work is to firmly grasp the fact that some of its traditional declarations of concern with the poor are now becoming the central focus of attention of many disciplines concerned with the human condition and that the political element is not just local, or national but global, it will be seen why the profession has to organize its present and potential contribution swiftly and effectively. Without a concentrated frontal attack on mass conditions of poverty little else can have lasting significance. It should no longer be possible for leading social workers to come together as they did in the Region in 1966, and to find:

"Poverty, as an observed cultural phenomenon in most Asian countries, is striking because of its pervasive presence in the lives of countless people who exist on the brink of starvation. Yet the handling of poverty in professional social work as an observed cultural phenomenon in Asian case records is more striking in its absence. The question might be raised: in what ways do professional social workers in Asia come in contact with such poverty, how does this poverty actually affect the role of the client, as well as the role of the profession itself, not only in its objectives but also in its methods?" x/

Social Work's silence on such matters is only astonishing if theoretical developmental diagnosis has not placed poverty in its proper context - though perhaps social workers should have known better or been less professionally timid. However, social workers are of their society and alternate diagnostic formulations were for a long time muted in the shrouds of political subversiveness.

It is quite remarkable how within very recent times and increasingly during the period of undertaking this study (throughout 1971) an overwhelming amount of material has begun to appear in the economic and social literature which is now examining analyses of social problems and solutions \*/ under different cultures and political economies. Now with the entry of the People's Republic of China to the United Nations, it is to be hoped that more thinking about the way this country has attacked its problems will undoubtedly lead to a wider horizon of learning in this field. The time might be particularly ripe for the social worker profession to review afresh what they intend to do about what and how to prepare the coming professional generation for the task.

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\*/ Particularly important contributions are:

1. Mahbub ul Haq, "Let Us Stand Economic Theory on Its Head", 12th World Conference of the Society for International Development, Ottawa, May 1971.
2. V.M. Dandekar Nilakantha Rath, "Poverty in India", Indian School of Political Economy, 1971.



## APPENDIX A

### METHOD

1. An action oriented approach
2. Implications if assumptions regarding links between systems are unfounded.
3. Attitudes of respondents.
4. A technique.

1. An action oriented approach

Once the dimensions of the study had been formulated and its purposes decided upon, it became clear that within the time allocated that complete and detailed work on every section of the study would have to be sacrificed for an action research approach which aimed not only at discovering facts but would play a part in setting off a process of self-examination by respondents of the curriculum situation in relation to social development. In this sense the 'facts' would then not be primarily for the researcher but more importantly for the respondents. To a degree it is less important for the researcher to obtain the facts, so making a good research, than it is for the "possessor" of the facts to begin asking himself questions about them, which may lead on to conclusions and action even if these are not fully shared with the researcher.

We see here a departure from the familiar seemingly orderly research and its follow up, which might proceed through Formulation of Problem, Research Design, Collection of Facts, (or attitudes, . opinions, etc.,). Analysis, Interpretation, Recommendation, and then on to Discussion at a Seminar, Decisions, Implementation, Evaluation, etc. This study began with a focus of attention which was very broad and in some respects became broader as the questions raised regarding social development and curricula became more explicit. As the attempt was made to formulate what questions were to be asked of whom it became obvious that selection was based on a whole preconceived series of assumptions, which - however we tried to objectify them - included a tell-tale "should-be" element: there should be links between national plans and what is taught and the way educators play their professional roles; there should be teaching of at least the five development roles selected if the curriculum was to be oriented or geared to development, etc. This "should be" quality, although troublesome to purists, has theoretical justification as long as we are explicit about what comprises bias and what comprises values and technical necessity, and as long as one retains an open mind to alternate "should be's" other than our own.

However, to set the focus for this study and to place curricula in the wide context of national development, we needed to make some assumptions of how things might work in order to find out if they do or do not, could or should, need not, etc. Our findings might have little to tell us directly but our findings might well point to alternative theoretical expectations leading to alternate fields of enquiry and question formulations, and more importantly identify the significant areas for relevant action even if these be only peripheral to our curriculum concerns. In any event the view of a curriculum's relatedness to national plans provided us with a framework for our study.

2. Implications if assumptions regarding links between systems are unfounded.

Assumptions were made in this study that there are or should be links between national plans and social priorities and what is taught to the would-be practitioners and professionals in the social welfare field and that the knowledge and experience from this field feeds back into the refining of social priorities and plans. The precise nature of these links we could only surmise, expecting them to be a mixture of formal and informal processes. But what if in general, instead of discovering just minor failures of communication and collaboration as would appear anywhere, we discover that in effect we are confronted with a collection of almost separate systems of organisation and operation, (i.e. major discontinuities)? What if the schools and training programmes are not part of an inter-related system of organisation and do not have the internal machinery for persistently relating their teaching to the country's social problem priorities in conditions of rapid change? Where, we may then ask, do the curricula come from and upon what considerations are they based, and how has theory been derived? Is it likely that despite major discontinuities between the systems, the schools in their wisdom or by accident are teaching more or less what the circumstances require? How could this latter situation possibly be, for it would require that our theory and practice have a universal sensitively responsive applicability and our students a superhuman ability to translate their knowledge and skills into just what is needed? No educator would make such a claim.

To pose such questions raises many disturbing issues. Not least of these, regarding our own study's discontinuity, is that it might be possible in examining a curricula to find an internal coherence related to reference points which nevertheless are largely irrelevant to what might be conceived as social development. Equally, social policy may have an internal coherence that bears little relationship to social conditions and particularly to the educating and training of the necessary manpower. Further, social policy is here being assumed to have as vital an implication for the ordering of knowledge and formulating a curricula as knowledge does for the formulating of social policy.

Not only is this a value-laden position, but it makes for difficulties of another order. It is one thing to find ways of examining what exists within a system (such as a school curriculum or a national plan) but quite a different problem to find the dynamic relationships between systems - especially if these relationships are not - or are at best, poorly - established. However, though these discontinuities should be much the concern of social workers and social work educators who are eager to play a part in development, such problems cannot be dealt with by education or training. In a broad sense discontinuities are an important way of considering the whole field of social problems. We live in a time when there are glaring discontinuities in our value and social systems: in the setting of goals and the bringing to bear of skills and know-how in achieving them; in the contrast between technological innovation and its concomitant accumulation of material wealth, with our inability to put it to use for equitable and satisfying social purposes.

Though it might well be the responsibility of social workers to help clarify the inherent values and to spell out the social requirements, costs, and consequences of decisions, the decision-making is a political process and the failure to make the 'right' decisions or to make decisions at all are political failures. Where the appropriate machinery for making decisions or implementing them is not available, these are administrative

and organisational failures. Such weaknesses and discontinuities in the decision-making-implementation processes are of great importance to a problem-solving profession but it must not be assumed - as it sometimes is - that education and training are the appropriate means of dealing with such difficulties. Training undoubtedly will be required when the decision-implementation lines are constructed (or repaired) but they are not problems which can be overcome without decisions and the provision of structure and resources. It is often the very absence of such which are the expression of under-development, and this is a major area to be tackled as both a pre-requisite and an indicator of development. This area is a crucial one for political leadership and it will set the context which will guide, focus and make use of what educational efforts can realistically provide.

### 3. Attitude of respondents

Attitudes of respondents to the study and to the consultant were found to be important in the conducting of the study. The following observations were made, which early led to the modification of method and techniques used in the study:

There was a remarkable amount of goodwill and willingness to help with this study, especially from Directors of Institutions. Those familiar with U.N. and especially UNICEF programmes and with the consultant, went to extreme lengths to put themselves and their institutions at our service (one actually declining to accept an invitation (paid) to attend a gathering in New York) in order to give the study full attention. However, it cannot be ignored that all personnel were not so generous with their time and energies (though always with courtesy and general hospitality which in itself occasionally posed a problem.)

An important question is raised. "Why should respondents be willing to undertake a difficult and time-consuming task, much of which appears to require self-examination and a high degree of self-revelation?" In highly status-conscious societies with

authoritarian traditions, self is poorly differentiated from function and activity. Information about one's teaching may not be freely given in the sense that it can constitute a teacher's "capital" and is not to be openly examined. The investment, ability for detachment, sense of security, the feelings of the value of their work, and personal commitment to social service, will colour the respondents' motivation. Some of the following factors seemed to be operative:

- (1) Respondents found it difficult to give their time due to pressure of work and current commitments.
- (2) Respondents had been given little advance notice of the time required from them.
- (3) Discomfort at not understanding exactly what was being asked and at not being able to give "satisfactory" answers.
- (4) Discomfort at questioning around a subject matter, the nature of which contains much less "hard" theory, knowledge and skills than in the physical sciences, and is less demonstrable, has less traditional support than other areas of learning, and also involves much personal commitment, judgement, and toleration of "not knowing", which plays a large part in social work.
- (5) Tendency to want to give guests and foreigners a most positive picture of their work rather than consider the deficient aspects of the programme (reinforced by administrative and bureaucratic behaviour patterns.)
- (6) Uneasiness by respondents at gap between "stated" teaching and the realities of both teaching and what the students learn.
- (7) Awareness of respondents that curriculum (often with high "import" status - reinforced by visit of international persons to the programme - which was necessary for acceptance by administrative and financial auspices under which the school functions) emphasises academic respectability yet is seen to be deficient for local social problem-solving purposes.

- (8) The consultant thought to be representing some "high priesthood" of international social work and on whose opinion various technical assistance resources might be determined.
- (9) The sense of "poverty" of the programme, when seen by the consultant, experienced as a kind of humiliation by the respondents.
- (10) Respondents being relatively poorly paid, see no reason why "work" required of them for the study should not be paid for (especially when study is identified with an apparently wealthy and stipend-paying international agency like UNICEF.)
- (11) Problems around open sharing, intellectual opportunity and freedom. Respondents feel (with much reason) that they have only limited access to what they see as the professional mainstream of conferences, literature, etc. It happens that various social and political matters cannot be freely discussed in class and that respondents are sometimes reported and called to account by authorities when they are thought to be questioning the stance of government. Curricula, in such circumstances, play safe and questions about participation of the people, social justice, etc., are, to say the least, embarrassing to mention to a foreign consultant with apparently abundant freedom.
- (12) Respondents harbour the idea that the study is for the consultant - from which a certain glory, high status, high standard of living and fruits of international travel are forthcoming. (This contrasts poorly with respondents who are often financially, geographically, professionally and sometimes politically very much restricted.) This couples with the feeling that the consultant takes, the respondent gives. ("The back of the head of the departing guest is beautiful" - proverb).

- (13) Respondents uncomfortable at the unfamiliar development aspects of the questions rather than the more usual "subject"-based questions. Such questions demand a high level of sophistication and familiarity with very recent international thinking, to which they have limited access. The implications of these questions are challenging and provoking; "You have made us think about what we are really doing and ought to be doing."
- (14) Respondents seem unclear about the knowledge base upon which development-related curriculum would be built. They are in a poor position to differentiate between:
- a) I do not know what this is all about;
  - b) Our school does not know what this is all about;
  - c) The country does not know what this is all about;
  - d) The profession does not know what this is all about;
  - e) International social work does not know what this is all about;
  - f) As yet nobody knows what this is all about.

The latter propositions are often confused with the former ones which leads to a sense of inadequacy.

The list could be continued, but enough is said here to show the threat element that the study provokes. The truly splendid fact, however, is that despite all this, respondents have remarked on the usefulness of the study exercise and said that they would like to continue to discuss on a continuing basis the matters that had been raised by the experience. The study can be seen to have both the potential for antagonising as well as providing a most constructive stimulation to the whole area of professional and educational activity.

It requires, however, a great deal from the consultant other than straightforward research skills. There is a technical requirement (in the social work field we have familiar parallels) of a "testing out" period in which working relationships are established through



shared experiences. These take time to mature and are necessary for building trust and soliciting collaboration. Goodwill and professional relationships exist but need to be carefully nurtured, for giving advice by the privileged "internationalists" to those in the front line of development struggles can be as justifiably resented as were (and are?) the charitable administrations of the privileged to the poor in the early stages of welfare. "Participation" must be genuine at all levels of operation.

It might be useful to report here one activity which developed in the course of the study, which contributed to the "giving" behaviour of the consultant.

#### 4. A Technique

A technique which emerged and was used with increasingly interesting results was as follows: we posed questions in a somewhat speculative way projected into the future,

"What might be the effect of..... ?

"What would happen if..... ?

"Do you think it would be possible to ..... ?

"Could an arrangement be worked out with.....?

Such questions often led to the respondent beginning by explaining the way things are now (as though to set the ground and show the possibilities and impediments of moving in the way that the question suggested.) The questions seemed to minimise the respondent's feeling that he was representing his country, which often results in providing information "about" and showing things to the best advantage (alternatively but more rarely, things are shown to a negative advantage, vis-a-vis the respondent and his organisation).

The response now obtained provided substantive foundation for discussing how certain things might or might not work in some future set of conditions. The questions also seemed to free respondents from a tendency to give information in the time orientation of a static now, and what is became a kind of staging post between what had been and what might be. Facts became enlivened with opinion (rather than as is often the case, opinion being delivered as fact, because 'don't know' is a culturally discouraged reply, especially from status persons).

This led to discussion of issues, which not only provided much "information" about the respondent and the state of conceptualisation of problems within each country, but also led on a number of occasions to alternative offerings of how things might be tackled; on a number of exciting occasions respondents said, "Why don't we try to.....?"

An impressive situation arose several times when coolness, even resentment and occasionally open hostility were initially expressed about another "ECAFE study" or "questionnaire"; but as we allowed the respondents to express their anger without retaliation or capitulation and then provided them with a kind of "short course" on the meaning of a social development orientation as it might involve the profession and the teaching programme, followed by the questioning and discussions, a genuine excitement emerged and respondents specifically expressed their determination to get started on a number of things which had emerged in the discussion generated by the enquiry. It is not being claimed here that all such determinations may have been followed through, but some reports of activity have been spontaneously sent on to us.

Common was the statement: "You have set us thinking and we must continue with this as a staff development programme."

What began as an attempt to collect the facts and proceed in the familiar way changed under the pressure of time; the magnitude of the field to be explored; the problems of adequately involving the respondents; and the underlying authority role ascribed to the researcher; into a method which had much more in common with a social work problem-solving consultation between peers, in which a presentation was made of the problems involved and a way of looking at them was explored. In this case, such matters as the social development aspects of, and the nature of a curriculum were involved, which led to a series of semi-seminars, many discussions, suggestions, tentative recommendations and, surprisingly, a beginning of implementation occasionally. In this sense research and application went hand in hand.

There would seem to be material here for further examining, clarifying and consciously refining such an approach which may possibly be of interest to applied social science and is of particular interest to the formulation of a methodology and skills for advisers, consultants and providers of technical assistance - especially in the field of international collaboration.

APPENDIX B

SOURCE MATERIAL FOR FORMULATION OF SOCIAL  
ASPECTS OF DEVELOPMENT.

Excerpts from:-

- (1) Declaration on Social Progress and Development.
- (2) International Conference of Ministers  
Responsible for Social Welfare.
- (3) First Asian Conference of Ministers  
Responsible for Social Welfare.
- (4) Further bibliography.

United Nations A/RES/2542 (XXIV)

"Declaration on Social Progress and Development" - 30th Dec: 1969.

1. The General Assembly expressed its conviction

"that man can achieve complete fulfilment of his aspirations only within a just social order..."

Among the Principles:

Article 5 specifies:

"Social progress and development require the full utilisation of human resources, including, in particular:-

- (a) The encouragement of creative initiative under conditions of enlightened public opinion;
- (b) The dissemination of national and international information for the purpose of making individuals aware of changes occurring in society as a whole;
- (c) The active participation of all elements of society, individually or through associations, in defining and in achieving the common goals of development with full respect for the fundamental freedoms embodied in the Universal Declaration of Human Rights;
- (d) The assurance to disadvantaged or marginal sectors of the population of equal opportunities for social and economic advancement in order to achieve an effectively integrated society."

Article 8 specifies:

"Each Government has the primary role and ultimate responsibility of ensuring the social progress and well-being of its people, of planning social development measures as part of comprehensive development plans, of encouraging and co-ordinating or integrating all national efforts towards this end and of introducing necessary changes in the social structure."

Among the Objectives:

Article 10 specifies:

"The elimination of poverty; the assurance of a steady improvement in levels of living and of a just and equitable distribution of income."

Among the Means and Methods:

Article 14 specifies:

"Planning for social progress and development as an integrated part of balanced over-all development planning."

Article 15 specifies:

"The adoption of measures to ensure the effective participation, as appropriate, of all the elements of society in the preparation and execution of national plans and programmes of economic and social development;

The adoption of measures for an increasing rate of popular participation in the economic, social, cultural and political life of countries through national governmental bodies, non-governmental organisations, co-operatives, rural associations, workers' and employers' organisations and women's and youth organisations, by such methods as national and regional plans for social and economic progress and community development, with a view to achieving a fully integrated national society, accelerating the process of social mobility and consolidating the democratic system."

Article 16 specifies:

"Achievement of equitable distribution of national income."

Article 18 specifies:

"Adoption of appropriate legislative, administrative and other measures ensuring to everyone not only political and civil rights, but also the full realisation of economic, social and cultural rights without any discrimination.

The promotion of democratically based social and institutional reforms and motivation for change basic to the elimination of all forms of discrimination and exploitation conducive to high rates of economic and social progress, to include land reform, in which the ownership and use of land will be made to serve best the objectives of social justice and economic development."

United Nations ST/SOA/89 E/CONF. 55/12

"Proceedings of the International Conference of Ministers  
Responsible for Social Welfare" New York, 1968.

2. Among the Findings and Conclusions

"The Conference welcomed those approaches to national development. It also reaffirmed that social progress was the ultimate aim of development. It should be stressed that social policy and programmes, while directly contributing to the fulfilment of that aim, were at the same time major instruments for furthering national development as a whole."

It was affirmed that the United Nations Declaration on Social Development

"placed the social aspects of development in their proper perspective...."

"The Conference gave emphasis to the principle that the objectives of national development everywhere were designed to enhance the well-being of people by raising their level of living, by ensuring social justice and a more equitable distribution of the national wealth, and by enhancing the opportunity of the people to develop their highest capacities as healthy, educated, participating and contributing citizens."

It added:

"To achieve an appropriate balance, social welfare policy needed to be consciously wrought, within the framework of total national planning."

"Social welfare contributed its particular expertise to planning and to the formulation of social policy, including the design of needed legislation. Its programmes aided in constructive forward movement to desired social and economic progress by stimulating co-operation, participation and the acquisition of patterns of life consistent with such movement, for instance, by community development activities and improving the social and cultural infra-structure."

Included in Government Responsibility for Social Welfare the Conference states:

"Each Government should provide the leadership required for involving national and local authorities, voluntary organisations and the people themselves in concerted effort towards the development of effective social welfare policy."

The first three Recommendations of the Conference state:

- (1) "In countries at all stages of development, social welfare should be seen as inseparable to the society's total effort to attain the objectives of higher levels of living, social justice, freedom and a better quality of life as a right for each individual.
- (2) The over-all strategy of development should have reference to a clearly enunciated policy for social development. Such strategy should include as an essential component those social welfare activities which help to ensure that national plans and policies were fully responsive to the needs and aspirations of the people; to alleviate the most urgent social problems without undue delay; to prevent further social disruptions; and to achieve a more equitable distribution of the benefits accruing at each stage of national development.
- (3) The importance of the human factor in development should be fully recognised and, consequently, the significant role of those social welfare activities which contribute to developing human resources, to involving people in their own and the society's betterment and to promoting social progress and basic social reforms."

The Resolution adopted at the Conference includes the words:

"Emphasising that social progress, higher levels of living and social justice are the ultimate aims of development."

The Secretary General in his opening address to the Conference said:

"The General Assembly and the Council have stressed that development embraces change: change in social structure and institutions, in the people's ways of life, in the attitudes of individuals towards their family and community responsibilities. Basic



social reforms are required, for instance, to ensure a more equitable distribution of the national income, to replace outmoded and unjust class or caste relationships or land tenure systems. Also needed is a change, eventually amounting to a revolution, in the mind of each individual without which the national developmental effort cannot succeed.

In the last analysis, development must be conceived and accomplished for the people and with the people. The best-laid national plans will fail if people do not feel deeply involved in their formulation, if they are not convinced that their future and that of their children is at stake, and if the creative energies of all are not fully mobilised for the implementation of the plans. Motivation and participation should be keywords for today's political leaders and national planners."

Department of Social Welfare. Government of the Philippines

The Report of the First Asian Conference of Ministers  
Responsible for Social Welfare. Manila, 1970.

3. Recommendations to Governments of the ECAFE region include:

"That to ensure greater social equality and participation of the people which may also contribute to accelerated development, changes in structure are necessary..... the widest possible participation of the people should also be encouraged."

Sec: 42 Page IV (13)

"Wherever feasible, all economic development projects or programmes should be examined with respect to their possible social component. The feasibility reports, plans and finances for these projects should ensure adequate provision of trained manpower and social services as well as full participation of the people.

Sec: 48 Page IV (14)

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APPENDIX E

Excerpts from the work of

Professor Hahn Pyong-Choon.

Hahn Pyong-Choon. A Professor of Law has written an important book of essays, "The Korean Political Tradition and Law." \*(1) The introduction points out that:

"Developing nations are attempting to move from what Max Weber termed a traditional authority system, that is, obedience not to enacted rules but to the person who occupies the position of authority, to a rational or bureaucratic authority system more suited to the complexities of the modern nation-state in which the role of law as an impersonal arbiter of power plays a more important part. Whether this can be accomplished using the same frame of reference and terminology that has developed in western Europe is an important question and one that is as yet unanswered."

Professor Hahn talks directly to this theme and in a further paper (not in this collection) "The Impact of Traditional Legacies on the Contemporary Judicial Process in Korea." He examines in a most impressive way the introduction of western concepts of 'justice' and a modern legal system back in the year 1890, and the resulting confusions persisting right until the present day from the conflict of values and behaviour of these ways of thinking and doing with the traditional culture.

These most penetrating essays give social workers and educators much to ponder. For if one inserts into the essay "social work and social development of the present" where now is written "justice and the legal system of the 1890's", a wonderfully suggestive and insightful parallel emerges that aids much in analysis and thinking about social work's problems and puts them into a historical perspective which is salutary.

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\* (1) "A Royal Asiatic Society Monograph" published by Hollym Corporation, Seoul.

The modern legal system was introduced in 1890:

"as a way of earning a full membership in the modern international community. Korean elites of the time could ill afford to reflect lengthily upon the future configuration of the interaction between the imported system and the traditional culture."

they were:

"in too much of a hurry to get on with the task of 'opening up to the new civilization' to worry seriously about the incompatibilities between the two cultures"

"the reduction of old norms into European legal terminologies....was a much simpler task than the introduction of a wholly new system of procedural norms."

it involved not only

"an alien style of dispute settlement but also the acceptance and willingness on the part of the general populace to make use of imported procedures."

He has much of importance to say regarding conflict in human affairs -

"the term 'justice' is used by the conflict-dynamic culture to denote the preferred outcome of a conflict and to justify its positive recognition of conflict and its resolution. Conversely in a culture oriented toward conflict avoidance, justice in an aggressive and dynamic sense is treated with ambivalence at best, if not entirely absent as a culturally meaningful symbol."

Implications for the individual and his relationship to the community are examined -

"the law has a propensity to isolate an individual from other individuals as a self-sufficient and autonomous unit, this individualistic orientation underlying the imported system has rendered it much more alien to the Korean mind"

"the individualistic pattern of community interaction seems to put one ego against another. This is especially true when 'competition' is said to be the best means to assure the good things of life, such as individual liberty, equality, efficiency productivity social justice and so on"

"as soon as an individual isolates himself from his fellow men..... he is assuming a very defiant and hostile stance against the rest of the community."

Finally, he examines the tendency to legislate progress. After 80 years he says the law is again changing its function.

"The law is to be more than a rationalisation of the communities normative minima. It is expected to create new normative orientations while rendering the decrepit obsolete as swiftly as possible."

"The law is to be a leader and an innovator rather than a mere preserver"

there is a

"modern tendency of contemporary elites to legislate modernisation, democratisation, industrialisation, etc., by a sovereign fiat."

but

"acceptance and willingness cannot easily be created by a legislative fiat or an authoritarian decree...."

"what is involved is essentially a process of 'culture learning' by the whole community."

However, he emphasises -

"the people have generally remained outside the operation of the imported system."