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REPORT FROM THE COMMISSION TO THE COUNCIL

on the European programme of pilot schemes to combat poverty

1976

ACTION AGAINST POVERTYREPORT ON THE EUROPEAN PROGRAMME OF PILOT SCHEMES TO COMBAT
POVERTY, 1976
-----Part I. INTRODUCTION

On 21st January 1974, the Council of Ministers adopted a Resolution concerning a Social Action Programme. Among the priority actions listed by the Council was "the implementation, in co-operation with the Member States, of specific measures to combat poverty by drawing up pilot schemes".

In fulfilment of this mandate the Commission, in consultation with a wide range of government and independent experts, prepared a document setting out the objectives of a programme, the criteria for the selection of schemes and the types of financial aid to be granted by the Community. These proposals were discussed by the European Parliament and the Economic and Social Committee, both of whom expressed their strong support, and were approved by the Council in its Decision of 22 July, 1975. This Decision authorised the Commission to promote or assist schemes within the limits of the relevant appropriations in the Community budgets for 1975 and 1976. The amounts allocated were 2.5 million and 2.875 million units of account respectively. Under the budgetary regulation monies engaged during a particular year can be spent over a period up to the end of the following year. Finance is thus available under this Decision until the end of 1977.

On the 27th November 1975, the Commission approved a list of 21 pilot schemes proposed by the governments of the Member States and two cross national studies proposed by the Commission and agreed by the Member States concerned. Contracts for the first year's work were signed on 1st December. Two schemes submitted by the government of Luxembourg were withdrawn by letter of 11th June 1976. Otherwise all the schemes have now completed their first year and follow-on contracts were signed on 1st December 1976. The two cross-national studies were funded for only one year.

Under the Decision of 22 July 1975 Community aid is generally available at the rate of 50% for pilot schemes and 100% for cross-national studies.

The Decision also requires the Commission to consult with the Member States on all important matters concerning the progress of the programme. Accordingly an informal advisory group was set up consisting of 9 government experts, 7 independent experts and one representative from each of the two sides of industry. The group had its first meeting in March 1976 and has met six times during the year.

Each contract requires that the project leader shall submit a general report to the Commission not later than 1st October. Part II of this Report sets out a short summary of each project report. The summaries were prepared in some cases by the project leaders and in other cases by the relevant government department in the Member State concerned.

Part II - PROJECT REPORTS

1. Objectives of the Programme

The purpose of the programme as set out in the Decision of 22 July 1975 is to "test and develop new methods of helping the poor and those threatened with poverty" and "to improve understanding of the nature, causes, scope and mechanics of poverty in the Community".

Persons in poverty were defined by the Council as "individuals or families whose resources are so small as to exclude them from the minimum acceptable way of life of the Member States in which they live", resources being defined as "goods, cash income, plus services from public and private sources". The Economic and Social Committee asked for an even wider interpretation of poverty, stressing that policy should be concerned not only with "economic poverty, strictly defined, but also with social, cultural and spiritual poverty and with deprivation arising from bad environment, housing deficiencies, etc."

Clearly a small programme of pilot schemes cannot by itself eliminate poverty. Rather this should be seen as a research and development exercise, yielding information which will influence policy at all levels and make it more effective in eliminating the deprivation which still persists despite the economic progress of the last three decades.

2. Classification of Projects

The reports in this section are classified by the type of action the project represents. Four categories are used : -

1. Community Action : such projects serve the entire population in defined geographical areas. Within these areas the project seeks to cultivate a sense of common identity and purpose and use this as a basis for actions to improve conditions of life.

2. Actions in favour of special categories : these projects aim at categories of people distinguished by some special characteristic in addition to poverty perhaps a common problem (e.g. homelessness) or maybe a more neutral characteristic such as age or family situation (e.g. mothers with young children).
3. Actions to improve Social Service Systems: the focus of the project here is not an area or a category of people but an organisation or cluster of organisations. The object is to make this organisation, usually some type of social service or income maintenance system, more responsive to the needs of the poor. Given the highly developed level of social provision in the Member States and the natural concerns of governments in the operation of government structures this last classification covers about half the projects.
4. Exploration of Poverty : finally there are two studies which do not set out directly to test new methods of helping the poor but are concerned to explore the extent, nature and dynamics of poverty as a basis for further action.

These are not watertight divisions. Most projects have aspects of all four classifications - e.g. the project may pioneer a service for a special category of people in a particular community on the basis of a preliminary survey. However, it is usually possible to determine the focus around which activities are organised - the service, the category, the community or the survey - although as with all classifications some arbitrary judgements are inevitable.

Projects are not grouped by country as the essential element in the programme is the comparison between schemes not between Member States.

The three features which all schemes have in common is an important element of innovation, a strong participation by the population directly concerned and a potentially significant contribution to the nations of the European Community in the development of social policy.

COMMUNITY ACTION

The essential feature of a Community Action scheme is that it is focused on the entire population in a defined geographical area. In its classical form the project works with the population to achieve goals determined by the population; thus there is an essential vagueness of purpose at the outset. It is not for the project to define the goals and then use community action techniques to 'convert' the population to accept or strive for them - the sense of community is to be fostered so that the people can develop and pursue their own objectives. On the other hand the most effective way to create a sense of common identity is to organise the community around a common purpose which must to some extent be identified in advance.

The Craigmillar Festival in Scotland is an interesting experiment in building a sense of community around a cultural event. A range of other endeavours is built upon this experience of co-operative effort and the community can develop a collective expression in relation to outside authorities.

In the Marolles district of Brussels the 'issue' is more ready-made in that part of the area is scheduled for redevelopment. The project is an interesting experiment in using community action in the process of urban renewal. The Reims enterprise also involves building community action into the process of local administration so that the government of the conurbation in all its aspects becomes responsive to the needs of the residents of even its most deprived districts. In these instances there is an obvious overlap between community action and organisational reform.

The Irish community action projects are interesting in that they operate in rural environments and also because they seek a new dimension in setting up 'issue orientated' groups in contact with their counterparts in other project localities. This is to be the basis for a widening network which may eventually become a vehicle for the poor to express themselves on these issues at a national level. The project takes care not to determine the issues in advance. As in Breda there is an essential period of immersion by the project team in the chosen locality.

The two Area Resource Centre projects in the U.K. (Glasgow and South Wales) seek to develop community action in another direction. Here the idea is to have a specialised team at the disposal of local groups over an area wider than a community action project would normally tackle. In the Welsh case the team covers all South Wales..This multi-disciplinary team is a resource which is available to local groups or can move in to help set up local groups where the conditions seem favourable. The Glasgow venture also includes an evaluation element which will cover the Welsh project and two similar projects not funded by the Community (Newcastle and Manchester). A further Area Resource Centre is proposed in London.

Project : GENERAL MAROLLES ACTION COMMITTEE

Aims : Operation for dealing with poverty through the creation or strengthening of the existing bodies in their action for the improvement of housing, economy and culture.

- The Articles of Association of the organisation specify this aim as follows :
"To combat the growing dehumanization of the present urban structure, coupled with the promotion of a framework within which collective creativity could develop. It endeavours to develop participation on the part of the inhabitants in decisions related to urban development and particularly to foster the socio-cultural renovation and development within the district".
- To put it concretely, the activities of the groups working under the aegis of the General Committee concentrate upon the following objectives :
 - the economic development of the district ;
 - the maintenance and development of social and cultural activities of groups of foreign populations, particularly Spanish and Arabic ;
 - the promotion of group activities centered mainly around the planning of the social area and upon the socio-cultural activities liable to advance the identification of the inhabitant with his district ;
 - to provide the population with a "law shop" ;
 - the adjustment of the educational system by means of combined action with the district schools and by the setting up of a new educational unit intended for groups of adolescents who do not qualify for the existing schools.

Methods of work

Individual aid is indispensable, but it is not sufficient to solve the problem of poverty : the Marolles General Action Committee intends "to take on the social reality of poverty and, to that end, to create and/or to strengthen the basic groups in order to restructure the human weft through the district and to readapt it to present-day demands in the field of urbanisation".

The various programmes undertaken are meant "to develop a sense of self government among the inhabitants of the district ; to strengthen their ability to stand up for their rights and their way of life ; to give a new direction to their political sense, i.e. that their aim is to develop a dynamic social outlook in the district intended not merely to be in

keeping with the symbolic significance of the district, it also to stimulate the rights and aspirations of the different social groups of whom the district is made up".

In concrete terms, action programmes are drawn up in response to the priorities expressed by the inhabitants; the basic groups - institutionally linked to the Marolles General Action Committee - are responsible for their activities.

Participation by those concerned

Meetings are held at different levels - from the General Assembly of the Committee to those of sub-districts: "these meetings as a whole form the structure of a participation which closely links inhabitants and basic groups".

Understanding nature and causes, the population groups concerned and the extent of the poverty

The Committee intends to tackle the problem of poverty in cities "from the viewpoint of the deep estrangement created by urban institutions among the socially most deprived categories".

The Committee stresses the existence of a common fund of "sometimes extreme poverty which should be combated, but this should be done without destroying what constitutes the very essence of the district's life".

The Committee also points to "the need to find new ways of bringing urban populations together, gradually to integrate more and more citizens into society - and by integration we understand a dialectic process with mutually changing conditions: it is therefore in no way a question of assimilation".

Relations between those in charge of the project and the public or social organisations concerned

The Marolles General Action Committee is a non profit making organisation.

The project was subsidised by the Minister for Brussels Affairs for the period from 1 December 1975/76.

On the basis of the progress report by those in charge of the project, the Ministerial Committee for Brussels Affairs approved a new subsidy contract for the period from 1 December 1976 to 1 December 1977.

Furthermore a certain measure of collaboration has come about with a large number of private organisations and public and private social services, all of which are active in the district.

Relations between action and research

A coordination group consisting of those in charge of the different programmes, members of the board of administration of the non profit making organisation and of members of the Central Team meets every week to coordinate the activities and evaluate the action taken.

The Central Team has secured the cooperation of a scientific collaborator recommended by Professeur Remy, U.C.L.

Research and action supplement each other, particularly from the point of view of "checking the level of adequacy between the results expected and those actually obtained, so that the action can constantly be adjusted".

FRANCE

PROJECT : OVERALL COMBINED ACTION PROGRAMME TO COMBAT THE
EXCLUSION OF THE FOURTH WORLD - REIMS

This report was commissioned by the Mouvement Aide à Toute Détresse
- Science et Service

A - AIMS OF THE PROJECT

Poverty remains a world phenomenon; the lack of resources is accompanied by insufficient education, culture and related subjects, by the absence of qualifications and professional skills, by deficiency in health, adequate housing and a stimulating socio-cultural environment.

On the basis of these findings, which are the outcome of long experience with and for the "Fourth World", the movement called Aide à Toute Détresse has, in liaison with the City of Reims, drawn up its project for Overall Combined Action.

The long term aim is to enable the Fourth World to realise its history and position and to act in order to promote its overall progress.

This aim takes its place within the framework of the City of Reims by means of three forms of medium and short term action.

ACTION "A" - This first action must take its shape in the medium term by the formation of a movement which can regroup the Fourth World and its allies in the short run by the setting up of appropriate structures for joint meetings and activities (Maison du Quart Monde, Women's Movement, definition of a methodology for a community development).

ACTION "B" - The first form of action should be completed by a considerable research effort on the position and conditions of life of the Fourth World and on the mechanisms of poverty. In the short term it is intended to set up two dossiers, one on the Fourth World and accommodation in Reims and the other on the Fourth World and schooling in Reims.

Work on these two dossiers has already begun and will be continued in 1977.

ACTION "C" - This third action recognises the need to involve the institutions of the City of Reims as a whole (State, departmental, city and private services) in the research and implementation of giving the Fourth World the benefit of the effects of social policy and of combating the permanent risks of social exclusion.

A process of consultation and coordination which is making this aim into a concrete reality has just begun during a meeting which took place at Reims on 6 October.

B - NEW METHODS INTENDED TO AID THE POOR

The originality of the Aide à Toute Détresse project rests mainly on the fact that it combines a coherent whole of manners of intervention :

- The community development which is to provide at one and the same time a close association of the Fourth World to the definition of the most appropriate interventions and the taking in hand by the Fourth World itself of its own solutions;
- The cooperation of the whole of the institutions concerned at City level which should enable them to analyse their present practices and to define new methods of intervention;
- The permanent evaluation of the results.

C - PARTICIPATION BY THOSE CONCERNED WITH THE DRAWING UP AND CARRYING OUT OF THE PROJECT

Participation by those concerned, as we have just seen, is the central aim of the project and a necessary condition of its implementation.

It is heavily engaged through community development action and the many meetings and encounters which Aide à Toute Détresse has stimulated ever since it started its work in the City of Reims.

D- UNDERSTANDING NATURE AND CAUSES, THE POPULATION GROUPS CONCERNED AND THE EXTENT OF THE POVERTY

The discussions which have been started on the problems of housing and education will make it possible to show how the present rules for the functioning of the different institutions may bring about certain mechanisms of exclusion which accumulate and thus gain strength.

E - WORKING RELATIONS BETWEEN THOSE IN CHARGE OF THE PROJECTS AND THE PUBLIC AND SOCIAL ORGANISATIONS

The meeting of 6 October 1976, which was mentioned under point "A", has led to the setting up of a device for consultation at local, departmental and national level.

At the local and departmental levels Aide à Toute Détresse will be working in months to come with the representatives of the different services concerned in order to draw up an exact balance sheet of the position. This balance sheet will be analysed during a meeting which will be held in May or June 1977.

The proposals set forth on the occasion of this meeting which would require decisions to be taken at national level will be examined under the aegis of the different Ministries by a working party which will be set up at the behest of the Minister of Health.

F - RELATIONS BETWEEN ACTION AND RESEARCH

Action and research are closely linked; thus the thought process started within the framework of consultation will be able to make use of a very thorough statistical study on the conditions of life in the Fourth World.

IRELAND

Community Action Research Project

This project is sponsored and will be implemented by the National Committee on Pilot Schemes to Combat Poverty, established by the Irish government.

General Outline

This research project is seen to be a key project in the Irish programme in so far as the strategy developed for it will clearly have a strong influence over the whole programme. The project is based on a number of stated hypotheses the principal of which are ^{that} the causes of poverty lie in the structures of the economic and social system; that given the opportunity people in deprived communities can influence the decision-making procedures which concern their area and exercise more control over their life situation; and that by their understanding of the nature and causes of poverty and subsequent community action deprived areas can successfully tackle their problems.

Objectives of the Project

To enable people in deprived areas to understand the nature and causes of their poverty to tackle those issues which face most poor communities, thus testing to what extent these communities through influencing policy-making processes - economic, social, cultural and political - can have a say in decision making concerning their lives and that of the areas in which they live. This general objective has been spelt out in short, medium and long term objectives. These involve extensive work with the community and community groups in chosen areas and the establishment of basic data and information on the lives of the communities in question. In the medium term it is envisaged that a programme of action will be initiated in each area through the the involvement of the local people, their representative groups, and appropriate voluntary and statutory agencies. Attention will be focused on immediate problems which are capable of a solution from within the community with a view to the piloting of new ventures within the project location which might act as guidelines for tackling such major problems as unemployment.

Methods to be used

Strategy of community action research is being developed. The active participation of local people is central to this strategy and the objective of the project is to test the extent to which such action can affect social policy. Contacts have been made with all the relevant development, health and social welfare agencies both statutory and voluntary at the local and national levels involving them in different ways in the development of the project.

Progress

It is planned that action will be initiated in three field locations during October 1976. These locations are all in rural settings although it is envisaged that at least one urban setting will be added to the overall project in due course. A project leader, a project worker and a research worker will be located in each area. It is envisaged that in the first half of 1977 a team will be involved in ~~vetting~~ the situation and **analysing** the type of community and the nature and extent of the problems facing the people of the area, through meeting groups and individuals, listening to their needs and drawing up with them a research - action design.

TRIAL

Associated with this project is a specific venture in a country town in the West of Ireland involving the establishment on a community basis with the aid of statutory organisations, of a training school for the teenage ^{children} ~~sons~~ of travelling or itinerant families. It is aimed through this project to provide basic industrial training and skills and gradually to develop this project as a traveller controlled enterprise.

Research

Research in the project necessarily involves the monitoring and evaluation of all project activities in the light of medium and long term goals. The research strategy for the project contains two basic objectives - to do research or gather information already available that the community wants to facilitate knowledge of action.

To redefine research needs based on action so that action will have an input into defining future research objectives. Thus an interaction effect between action and research is foreseen.

Staffing

The staffing for each project has been outlined above. The work of the individual project elements will be backed up by the central administrative and research staff of the National Committee on Pilot Schemes to Combat Poverty.

Finance

The budget which has been submitted in detail form envisages an expenditure in 1977 of £141,260.

THE NETHERLANDS

Project : A.T.D.-SCHEME - BREDA

The Breda scheme of the A.T.D. Foundation of the Netherlands relates to some 300 families who are in process of social impoverishment and who, in their daily lives, are largely dependent on social services and controlling institutions and authorities. According to the A.T.D. philosophy, this group- the so-called Fourth World - forms a special community with its own habits, customs, language, etc. The deterioration of the group is expressed in their housing, participation in social activities, employment situation, health, education and income level. Despite the deterioration, however, A.T.D. holds the opinion that such a community retains an ineradicable desire to count and to be respected as human persons. The working methods of A.T.D. take account of these facts. Accordingly, the social workers by stimulating contacts with the most excluded families try to establish a community of interest with them and about them on the basis of equality and unconditional solidarity. The ultimate objective of the scheme is to bring about for the families of the Fourth World a full participation in the economic, social, political, cultural and spiritual aspects of life. It is therefore essential that the process of deterioration be arrested and that its results to date be eliminated. The scheme is also intended to contribute to the development of a methodology for the permanent identification of serious social deterioration and exclusion. In addition the scheme aims at the community development of the Fourth World.

Together with the families concerned, the following short-term and medium-term objectives have been formulated :

- The creation of solid foundations for a community of interests amongst the most seriously affected groups, to be realised by inter alia the following activities : contact evenings for adults; clubs for children; classes for infants.
- Community thinking and discussion on common background and history: housing of members of the team in the quarter concerned; publishing of a local news sheet; discussion groups with and concerning those in their late teens.
- Broadening the horizon; the breaking of limited thinking patterns by visits to the A.T.D. recreation farm; meetings with other families of the Fourth World; the development of interest in what is occurring in other parts of town; meetings on specific themes; excursions.
- The development of an interest in books by what is known as "reading hours".

In this working method the accent is always on achieving the participation of the most excluded persons so as to avoid a process of creaming off those at the top. The population concerned must indicate the scope and the direction of the activities it wishes to undertake. As regards the evaluation of the scheme A.T.D. is working within its own circle to elucidate the answers to certain questions on objectives and means on the basis of daily reporting from which evaluation criteria may be extracted. A.T.D. is directing itself towards the "measuring" of the changes in the families concerned and the means and ways applied. A first evaluation will be made at the end of 1976 or the beginning of 1977.

UNITED KINGDOM

PROJECT : AREA RESOURCE CENTRE (Calouste Gulbenkian Foundation)

(a) Objectives

There are two elements to this project; the Area Resource Centre itself and the arrangements which have been made for monitoring its progress in conjunction with four or five other similar schemes funded by the EEC and/or the UK Voluntary Services Unit. The short term objective of the Centre is to provide immediate advice and practical assistance to local groups working to overcome the effects of poverty; the longer term objective is to increase the likelihood of such groups being formed because the chances of effective action are made greater by the availability of back-up services. The short-term objective of the co-operative monitoring is to enable the projects concerned to learn from each other's experiences; the longer term objective is to produce a report providing an analysis of the different approaches used and their effectiveness in the various situations described.

(b) New methods to help persons in poverty

This is a new method to the extent that instead of offering direct help to people in poverty, what is offered is the practical knowledge and materials they need to help themselves. The idea is that by offering back-up services without direct involvement, people will be encouraged to come together in pursuit of common ends and will thus gradually build up coherent communities which are better able than individuals to combat the effects of poverty.

(c) Participation of target population in preparation and implementation

The preparation has been deliberately delayed to allow for full participation at local level and discussions have been held with representatives of the local authorities and local voluntary organisations and community groups. The implementation of the project, insofar as the Area Resource Centre is concerned, will be in the hands of a local management committee which will include representatives of local authorities, local voluntary organisations, and community groups, with the two latter groups, who will have elected representatives, in the majority.

(d) Brief appraisal of type, causes, and extent of poverty amongst the target population

A special study of deprivation based on information provided by the 1971 Census of Population shows that Glasgow has a larger percentage of population suffering from poor housing (lack of basic amenities), overcrowding, and unemployment, than any other local authority in the UK. (CSO Social Trends No. 6 1975). The causes are mainly historical and associated with the decline of industry in the area.

(e) Working relations between project leaders and all relevant public and community organisations

The local project leaders have not yet been appointed. Relations between the Gulbenkian Foundation and the relevant bodies are excellent and their maintenance is assured by frequent exchanges of correspondence and discussion.

(f) The relationship between action and research

The research involves the keeping of careful records of action taken and, as mentioned above, ensures an exchange of ideas and information which should enable the Centre to develop more rapidly and effectively than would be possible without any cross-fertilisation.

United Kingdom

Project : South Wales Anti-Poverty Action Resource Centre.

(a) Objectives

The main objective is to provide information, advice, and assistance to existing and potential groups working on anti-poverty measures at local level. The relationships formed in pursuing this objective should enable the project staff to fulfil other objectives of feeding relevant information into policy making at supra-national, national, regional, and local level and of examining the implementation and detailed working of policy as well as the optimum use of existing resources. Special attention will be paid to problems in rural areas.

(b) New methods to help persons in poverty

The provision of back-up services to local self-help groups rather than of direct help to those in poverty is the main new method here, as in the Strathclyde/Glasgow Area Resource Centre. The difference is that the South Wales Centre will provide for a much larger geographical area and the emphasis will be on mobile field-workers travelling to help relatively isolated groups rather than on a fixed base to which groups themselves travel for help.

(c) Participation of target population in preparation and implementation

The Centre has been planned by representatives of a consortium of local groups, each of which is in close contact with the people in their own areas. The management of the centre is in the hands of representatives of these groups and allowance is made for the participation of additional groups or additional representatives of local authorities or voluntary organisations.

(d) Brief appraisal of type, causes, and extent of poverty among target population

Main cause of poverty is the decline in the traditional basic industries on which the economy of South Wales depends. Poverty is reflected in unemployment, low income, poor housing, and low educational attainment. The situation is aggravated by the fact that the absence of any large urban centre reduces the ability of the population to make its voice heard.

(e) Working relations between project leaders and all relevant public and community organisations

The project leaders are, in the main, products of the community organisations and working relations are good. The local authorities were initially suspicious but project leaders are developing closer working relationships through a series of meetings with local authority representatives and the establishment of liaison arrangements through named contacts. The meetings held so far have been very satisfactory. Local authorities are also being kept fully informed of SWAPAC activities in their particular areas. Relationships with central government are good.

(f) The relationship between action and research

As with the Strathclyde/Glasgow Area Resource Centre, research and monitoring involves the keeping of detailed records and ensures an exchange of ideas and information. In addition, research is an essential part of the action programme, without which the objectives of informing policy decisions and examining the implementation and workings of policy with a view to the optimum use of resources could not be fulfilled.

UNITED KINGDOM

Project : Community Development (Craigmillar)

a) The objectives of the project in short, medium, and long term:

The project is the poor looking at the problems of the poor, the remedies and the changes needed. We have arrived at the stage of social planning and action through developing a wide network of people, including professionals, local politicians, and others in outside institutions, all of whom work on a voluntary basis. The object is to work together with the highly developed team of local people and professionals, officials and politicians to implement a comprehensive local plan as part of an ongoing social and physical planning and action process of regeneration, and at the same time to study the key snags and blockages preventing that implementation. The Annual Convention of the Festival Society, on the eve of receiving the EEC grant, decided the priority objectives of the project as:
EMPLOYMENT: HOUSING: SOCIAL WELFARE: EDUCATION, within the overall remit of the Society to improve the quality of life in Craigmillar through culture and social action.

A Summary of the priorities within these four headings follows: for the time-scale, please see Part 2, A, ii, of the Report proper (page 7.)

Employment: Industrial Estates; Research/Information/Surveys; Job Creation Projects; Training Programmes; Community Industries; Community Shop; Industrial Development Officer; plus expansion and development of existing industries, and attraction of new industry to the area.

Housing: Support of tenants/residents associations in their fight to have promised rehabilitation and improvements etc. completed (especially at Craigmillar Castle, Newcraighall, and Niddrie Mains -); investigation and action on Housing Managements; solar energy panels experiment; projects for Backgreens, street maintenance, etc.; Mobile Planning Workshop.

Social Welfare: Information Office - expansion with Financial Advice section; support and care of various groups within the population - Elderly and Disabled (minibus with ramp; Day Club; Sheltered Housing); Children and Youth (improve facilities, extend activities - playschemes, play space, holidays, clubs, etc.); research and monitoring, e.g. of work with Anti-social Tenants.

Education: work on projects related to: Children under stress; truants; excludedes; School catchment areas; parent involvement; Schools Councils; community involvement of pupils; community transport; playgroups; arts centre; publicity and information through Newspaper.

b) New methods to help persons in poverty:

1. Social planning and implementation by the people themselves through working parties, new and existing organisations, and ad hoc groups.
2. Comprehensive improvement of the quality of life in the area in every aspect.
3. Social action through culture - often referred to as cultural action - i.e., drawing people into community life, planning and action through the annual Festival and other events.
4. Social consultancy, allied with action-research.

All these methods differ from traditional methods, both separately and in combination.

c) The participation of the target population in the preparation and implementation of the plan:

The people themselves administer the Society, run and organise the Working Parties, the Festival, the Playschemes, Playgroups, lunch and social clubs, the register for the Elderly and Disabled, the Alarm System, Street Volunteers, the clubs, Arts, Music, Sports, Drama, etc., using professionals as advisers and resources. Neighbourhood Workers are all local people, trained and given orientation, a telephone, and the resources, to work in their own area. They are also active in leading or helping various groups and organisations in their immediate neighbourhoods, and run many

specialised projects in the Craigmillar area. The project as a whole is under the direction of the poor (defined as residents of an area suffering from a significant lack of personal, social, physical, environmental, economic and cultural opportunities.) The involvement of Craigmillar people is ensured by open meetings, attention to methods of communication (eg free distribution of the CFS Newspaper to all households) and the magnetism of cultural events: there has also been an effort to engage those identified as particularly at risk, such as the unemployed and underemployed, the ill-housed, individuals and families with multiple problems, and the ill-educated.

d) Brief appraisal as far as practicable of type, causes, and extent of poverty amongst the target population.

The target population consists of the 25,000 inhabitants of the ward of Craigmillar. This ward has been identified on the basis of a statistical analysis as the most deprived in the Lothian Region. These statistics apply to poor and overcrowded housing conditions, large families, high take-up of means-tested benefits, high unemployment rates, an unusually large proportion of under 15's, poor educational attainment, and low car ownership with consequent lack of personal mobility. CFS take the "official" indicators of poverty further, and include in their appraisal the lack of cultural and artistic outlets, social and recreational facilities for all age groups, and the effects of a monotonous and unattractive built environment.

e) The working relations between project leaders and all relevant public and community organisations.

1. With government and public authorities: the Liaison Committee for the CFS Pilot Scheme has members from Lothian Region, Edinburgh District Council, the Scottish Office, and CFS. The local MP and councillors chair working parties, and officials of various local government departments attend several of the working parties.
2. The Organising Secretary and others serve on various government committees (see Page 5 of Report), and give frequent talks to outside bodies and groups.
3. Neighbourhood Workers are the permanent link with tenants' associations, Youth Federation, action groups, community organisations, etc.
4. All meetings are open, representatives from other local groups attend, and the Society often works in conjunction with other community groups on specific projects.
5. Every man, woman and child in Craigmillar is by right a member of the Society; the Newspaper goes into every letterbox in the area, and there is a monthly newsheet of meetings and reports.

f) The relationship between action and research.

The process of the project is that of a continuous cycle of learning-planning-action-planning -action etc. in a community context of the expression of feeling in various ways throughout. It can be seen as a developing system. The three aspects of learning-planning and action are highly interdependent. The research is integral to the learning aspect or phase. This is especially because the 'action-research' model employed includes the complementary practices of social consultancy and community work which serves to integrate the learning with the planning and action aspects by continuously assisting people to link their present experience with their past experience and the experience of others so as to encourage reformulations or new formulations which are simultaneously or subsequently enacted. This is obviously a more close knit arrangement than is usual with action and research. Formal products of research such as reports or events are also for these reasons easier to relate to the ongoing programme. Ideally, all who are involved would become to some degree learners, planners and researchers in a community self regenerative system of movement.

ACTIONS IN FAVOUR OF SPECIAL CATEGORIES

This type of action focuses on special categories of people who are considered to have particular needs.

In Copenhagen the special category consists mainly of homeless unattached individuals. The object is to develop new methods of reaching these people whom the welfare state has hitherto been unable to help. The experiment directed from Tübingen in Germany is very similar.

The family centre project in England focuses on families with children and presents seven contrasting attempts to use group experiences to help low income families into the mainstream of society. They are all directed by voluntary agencies, some of them very much self help enterprises. For instance the Croydon project is run entirely by a group of lone parents to provide after school and holiday care for the children of one parent families. Apart from its immediate utility to the families concerned and its interest as an experimental play centre the project is valuable in that it creates a self help group with a strong positive contribution to make to the self-esteem and social acceptability of its members. The other centres focus on a variety of family situations, sometimes focusing on families known to social service agencies and sometimes on parents who may be lonely and isolated but have not presented problems to the authorities. The ATD project is noteworthy in emphasising that the ultimate target group is the non-poor - the project being concerned to enable a group of deprived families to make their opinions and experiences known to the wider society.

The ATD school projects in 3 localities in France have been included as special category schemes although they describe themselves as community action. Certainly it is both parents and children who are the focus of the experiment, as in most of the English family centres, with the object of involving parents from the poorest strata of society in their children's educational process.

The PACT projects have a special concern for the elderly as regards housing.

SCHEME 2

DENMARK

Danish project: POA-project of Kofoeds Skole (POA being an abbreviation of Outgoing Social Work Project).

a. The objectives of the project in the short-, medium, and long-term.

The idea behind the project is to establish a sheltered milieu for persons who have shown extreme difficulties in coping with social life in general and who have not been able to utilize the normal Danish social welfare system. The persons involved shall be kept in this sheltered milieu for only a limited time and afterwards efforts will be made to reintegrate them into normal society.

The short term goal is to establish, in the sheltered milieu, better living conditions for the people involved. These conditions will give the participants better psychological and physical resources, hopefully enabling them to cope better with the demands of the outside world.

The medium term goal is to utilize the experiences gained in the first phases of the project to establish models which may be of use in setting up similar milieus for other people in extreme poverty.

The long term goal is to prove - if possible - that the methods used will have such a value that projects of a similar kind can be made a regular feature of Danish social policy.

b. New methods to help people in poverty.

The methods to be used is already described briefly under heading a), above.

c. The participation of the target population in the preparation and implementation of the pilot projects.

About 200 interviews have been carried out among people in conditions roughly similar to those that are to be found in the target group. The content of these interviews is the most important basis for the detailed elaboration of the project. Inside the sheltered milieu itself great emphasis will be put upon the collaboration of the participants in setting up the practical rules for day-to-day procedures and in the solving of conflicts that may arise.

d. The knowledge concerning the nature, causes, the scope and extent of poverty.

As mentioned under heading a), the target group of the Danish project consists of people who are not only poor, but who are in a sense more or less outside the society - i.e. they are not even able to benefit from the normal social security benefits and social services. While it cannot be denied that there are general socio-economic factors in society which are sustaining the existence of such a group, it is envisaged that most of the members will be characterized by various individual disturbances of a more psychological nature. A more thorough explanation of the nature and causes of their situation will therefore only be possible after the establishment of individual contacts - that is during the phase where the clients are living inside the sheltered milieu in close contact with the social workers involved.

Various imprecise statistics and estimates lead to the conclusion that the target group in Denmark is of an order of magnitude of about 10,000 persons, that is about 0.2 pct. of the total population.

e. The working relations between project leaders and all relevant public and community organizations.

The social workers who have the practical responsibility for the project are drawn from the personnel at Kofoeds Skole, a private social welfare institution which has for many years received considerable support from government and other public bodies. Kofoeds Skole is also providing most of the administrative framework needed for the practical operation of the sheltered milieu. As Kofoeds Skole has had experience for many years concerning co-operation with various municipal and other social welfare agencies, it seems certain that such co-operation can also be achieved in connection with the operation of the pilot project. Such a co-operation is absolutely necessary, since the general aim of the project is not only social rehabilitation in general, but also to make the clients able to make use of the various existing forms of public assistance, ranging from assistance of a monetary nature to more individualised rehabilitation procedures.

f. The relationship between action and research.

As it is well known, it is extremely difficult to make evaluations of single projects which will have general validity. The attempts of evaluation in this Danish case will be of a two-fold nature, with the aim of securing at least a reasonable chance of success in this field. Firstly, the individual clients participating in the phase taking place inside the sheltered milieu will be followed closely, and the activities they participate in, the initiatives taken by them, or by the social workers in co-operation with them, as well as all more important conversations will be noted. These individual case-stories will be compared with a description of the situation of the situation of the clients 3 to 6 months after he has left the sheltered milieu. In this way it will be possible to construct various models establishing links between the "treatment" given and the subsequent rehabilitation. This method of evaluation is old and established, but in many ways it is unsatisfactory because of the impossibility of keeping outside factors constant.

Therefore, the Danish National Institute of Social Research, which is closely following the project, is simultaneously using another, cruder, but in principle more reliable evaluation-procedure. At the beginning

of the experiment interviews will be carried out, not only with the participants, but with another group of people in similar living conditions. 3 to 6 months after the cessation of the "sheltered milieu phase" both groups will be re-interviewed, and by comparing the situations of the two groups statistical inference of the effect of the project will be drawn.

GERMANY

1. Aims of the project

- a) Short term : Various forms of rebellion against the situation, the background conditions and the consequences of non-residence (attempts at rehabilitation which usually lead to failure, depression among those affected, resignation among social workers). The resulting limitation of assistance to temporary care often leads to perpetuation of non-residence. Help is urgently required here.
- b) Medium term : new measures to be started and examined. The system of assistance, which was hitherto only based on welfare, should be complemented by diagnostics, therapy and prophylaxis, as well as by bringing the present rehabilitation arrangements up to date - all this to be worked out in conjunction with the target group. Thus psychological syndrome and institutional offers of assistance will be soundly based.
- c) Long term : the overcoming of the complex psycho- and socio-syndromes due to the lack of permanent accomodation.

2. Listing new methods with a view to helping the poor.

A system of assistance merely based on welfare is in the long run bound to remain inefficient. An action model is therefore aimed at which takes account of the basic, complex psychological syndrome of non-residence. Part of this is the analysis already being made of the interaction between psycho-social syndrome and institutional offers of assistance (effects of hospitalisation).

The action model aimed at is based on experiences which within the framework of our action research are made by sympathetic observation, consultant psychological intervention, attempts at finding accomodation and above all

because the target group itself introduces its needs into the research process. In addition, this should lead to suggestions being worked out for legislative and other socio-political measures designed to achieve, among others, that people with special handicaps (special social difficulties) may be offered special socially accepted careers.

Three crucial points are at present envisaged :

a) setting up a system of roving assistance ("open assistance").

This should include those showing signs for the first time of psychic and social suffering due to so-called non-residence. The aim should be to achieve stabilisation by way of immediate consultation and psychologically based intervention so that admittance to welfare homes may be avoided and the suffering may be prevented from manifesting itself (creation of less expensive model accomodation).

b) innovation of existing accomodation (homes, camps, mental institutions). In this instance, account should be taken of the need for better differential diagnosis and for working out appropriate intervention techniques as a basis for more differentiated, adequate offers of assistance : institutional innovations and self-determination of those affected.

3. Participation by the target group in preparing and implementing the project

Common stimulation of aims and interests by those affected, confrontation with the possibilities of decision, participation with the right to vote in the planning of and decision on particular experiments. Extensive participation by the group of clients, which is aimed at, is activated by individual discussions in the home situation, as well as by "sympathetic observation". In view of the needs and ideas raised, and subject to the obstacles to communication and shortcomings in action, action plans for each particular case are drawn up in common (achieving security and care

for oneself, representation of interests, rehabilitation).

4. Definition of the population group covered by the project

Non-residence is a specific form of socialisation of between appr. 50,000 and 100,000 male adults (only 5% women). Among the characteristic factors are the fact that those concerned belong to the lower social strata, escape, expulsion, economic crises and unemployment (newly unemployed in 1972 : 8,500, increased to 13,000 in 1974). This interacts with various specific, basic psychological suffering, such as epilepsy, impediments of all kinds, depression, discouragement, anxieties and psychoses, as well as shortcomings in the assistance arrangements and other conditions applied by the departments of social affairs and of employment, the police, night shelter, and also with occasional employment, assembly work and seasonal employment. The contacts between those without accomodation and the assistance authorities become increasingly frequent until in the end the applicant is looked after permanently by the assistance authorities. This brings to an end the socialisation process of non-residence.

5. Working relations between the leader of the project and the relevant public and private organisations

- +) 1. Bundesministerium für Jugend, Familie und Gesundheit,
53 Bonn-Bad Godesberg 1, Kennedyallee 105-107
- +) 2. Ministerium für Arbeit, Gesundheit und Sozialordnung des
Landes Baden-Württemberg, 7 Stuttgart 1, Rotebühlplatz 30
- +) 3. Diakonisches Werk der Evangelischen Kirche in Deutschland
Hauptgeschäftsstelle 7 Stuttgart 1, Stafflenbergstr. 76
- 4. Evang. Fachverband für Nichtsesshaftenhilfe e.V.
7 Stuttgart 1, Stafflenbergstr. 76
- +) 5. Diakonisches Werk der Evang. Kirche in Württemberg
7 Stuttgart, Reinsbergstr. 46
- +) 6. Bundesarbeitsgemeinschaft für Nichtsesshaftenhilfe
4813 Bethel bei Bielefeld, Königsweg 4
- +) 7. Stadt Stuttgart, Sozialamt, 7 Stuttgart, Wilhelmsplatz 9

8. Landeswohlfahrtsverband Württemberg-Hohenzollern,
7 Stuttgart 1 W, Lindenpflanzstr. 39
9. Landesarbeitsamt Baden-Württemberg, Bundesanstalt für Arbeit
7 Stuttgart 1, Hölderlinstr. 36
10. Institut für Sozialforschung und Gesellschaftspolitik e.V.
5 Köln 1, Sachsenring 39
11. Institut für Sozialarbeit und Sozialpädagogik
41 Duisburg, Pulverweg 23
12. Institut für Erziehungswissenschaft der Univ. Tübingen,
Arbeitsbereich Sozialpädagogik, 74 Tübingen, Münzgasse 22-30
13. Max Planck-Institut für Psychiatrie
8 München 40, Kraepelinstr. 10
14. Institut für Interdisziplinäre Forschung
Bielefeld (BAG Projekt)
- +) 15. Verein für Soziale Heimstätten e.V.
7 Stuttgart 1, Falkerstr. 29

For the purpose of institutionalising the working relations a research advisory council was set up for the model project to which institutions marked +) are at present affiliated.

6. Action and research are closely intertwined so that scientific resources may be used adequately in dealing with practical problems. The projected action model "Help for the Poor" is being developed on the basis of scientifically controlled experiences resulting from the action, its feedback and evaluation.

UNITED KINGDOM

JOINT FAMILY DAY CENTRE PROJECT

a) OBJECTIVES

General

The project seeks to experiment in a variety of local areas with different approaches* to the task of helping the poorest families to counter the particular deprivations of extreme poverty - depression, sense of hopelessness and social and cultural isolation.

Short-term

To set up and monitor progress of family groups in a variety of informal settings. Each group will undertake a range of activities specifically designed to meet the needs of the poorest families in ways in which they themselves choose. Activities will include practical work, for example home-making, family budgeting and keep-fit etc to acquire skills, establish social contacts and develop confidence (LCSS, LPSS, Camden FSU and Cambridge House); participation in discussion groups and circulating journal (ATD); help with child rearing and provision of day-care to increase opportunities for education and employment for parents of dependent children (Defoe and Gingerbread). During this period, groups will establish links with the wider community including the immediate neighbourhood and local social welfare agencies. Also, project leaders will clarify research objectives and establish record-keeping systems etc to collect information for research and evaluation.

Medium-term

To sustain and develop activities as described above. During this period group leaders will look for any preliminary indications of change in the circumstances of families, for example, increased self-confidence, greater awareness of their environment and improved material circumstances. Groups will continue to accept new clients and will develop new methods in the light of experience.

Long-term

To assess the effectiveness of the groups in helping deprived families to reduce their dependence on professional social work agencies and to participate more effectively in society. Some groups, for example, LCSS, LPSS and Camden FSU, will encourage families progressively to reduce their dependence on the group as they develop social contacts outside: others, for example Cambridge House, will encourage clients to accept increasing responsibility for running the group so that ultimately it will be virtually self-sufficient. All projects hope to produce findings which

/will

*Seven voluntary organisations are taking part as follows:

- i London Council of Social Service (LCSS)
- ii Gingerbread (Croydon)
- iii Aide a Toute Detresse (Frimhurst, Surrey) (ATD)
- iv Defoe Day Care Project Committee (Hackney)
- v Cambridge House and Talbot (Southwark)
- vii Camden Family Service Unit (FSU)
- viii Liverpool Personal Service Society (LPSS)

will assist in the development of future social policies, particularly in dealing with social deprivation and isolation amongst the poor and in the potential for self help within the community rather than dependence on professional support agencies.

b) NEW METHODS

The project seeks to experiment with a wide variety of methods which include social work methods of individual casework, group work and community work; teaching domestic skills and parentcraft; self-help activities and the fullest participation of the clients themselves and the local community. New methods which are of particular interest include the following :

- (i) Intensive non-residential group work which devotes particular attention to the social needs of the most deprived families with dependent children or other dependent relatives. (LCSS, LPSS, Camden FSU and Cambridge House);
- (ii) Training local mothers as community leaders (LCSS and Cambridge House);
- (iii) provision of child-care facilities adjacent to facilities for adult and further education to enable study of extent to which each may benefit the other (Defoe);
- (iv) self-help methods to provide day-care facilities for one-parent families (Gingerbread);
- (v) measures to promote dialogue between the poorest families and the rest of society, for example discussion groups, journal and resource centre. These will include opportunities for deprived families from UK to share their experience with families from other EEC member states (ATD)

c) PARTICIPATION

This will vary in nature and extent from one group to another. In the Gingerbread play school, the target population (ie one parent families) will be entirely responsible for the project right from initial planning stages. In most other groups, however, project leaders appointed and paid by the organisation concerned will be mainly responsible for preparatory work in consultation with members of the target population. As the projects develop the target populations will be encouraged to become more closely involved in the day-to-day management of the groups including participation in planning programmes of activities and referrals of new clients. Other examples of participation include training people who live in deprived neighbourhoods to become local community leaders ie 'new careerists' (LCSS and Cambridge House) and appointing representatives of client families to the project steering committee (Defoe and Cambridge House).

d) TYPE, CAUSES AND EXTENT OF POVERTY

The groups will be established in deprived urban areas, characterised by a wide range of economic, social and cultural deprivations, including low wages; high rates of unemployment and job instability; heavy dependence on statutory welfare benefits; poor housing; poor communications; mental instability; high incidence of depression; apathy; child behaviour problems and delinquency. Families who are either living in poverty or at the margins of poverty are specially vulnerable to economic recession or the break-up of traditional family networks and community ties. Furthermore, in some families there is a tendency for multiple economic and social problems to recur from one generation to another. The plight of these families may be further aggravated where they are socially shunned by families who live in similar material circumstances. It is not possible to give firm estimates of the extent of poverty in the areas concerned, and hence the proportions which may be assisted by the projects. The projects themselves may however assist in identifying the scale of poverty in their areas.

e) WORKING RELATIONS

Working relations between project leaders and all relevant public and community organisations are good. Project leaders maintain regular contacts with national and local organisations and enlist the co-operation of local organisations, including the National Health Service and the statutory social services and other local authority departments in referrals etc. At a national level, the project leaders keep in close touch with relevant Government Departments and the National Council of Social Service. Some of the family groups have attracted considerable interest in the local and national press.

f) RELATIONSHIP BETWEEN ACTION AND RESEARCH

The major research effort will be to prepare a descriptive assessment of how far the groups have achieved their declared objectives. Project leaders will be responsible for the collection of data derived from application forms, attendance lists, descriptions of activities etc. Several of the individual projects have appointed a steering group composed of academics, professional social workers and others, to supervise the research. In addition, the Institute of Community Studies will undertake an overall assessment of the project and will be available to provide advice and support to the groups.

FRANCE

Pilot Project of the National Federation of Centres for the Action Programme against Slums (P.A.C.T.)

Poor and inadequate housing and homelessness are the most visible signs of poverty.

In most industrialised countries and in particular in France there are overall policies for housing and living conditions and systems of public support for the improvement of living conditions.

It is more and more evident that these systems are not always adequate to meet the needs of the least privileged sectors of the population.

The objective of the pilot experiment put into operation by the National Federation of Centres for the Action Programme Against Slums is to analyse the inadequacies and gaps in these systems of housing aid and to experiment with new types of action.

It also seeks to show that housing policies for the least privileged groups should be worked out within the framework of an overall policy of support for such people.

To gain the most useful results from this experiment three geographical areas have been chosen: a rural district in Morbihan, an industrial town in Northern France and a medium-sized town in the South East.

I - GUEMENEÉ SUR SCORFF (Morbihan)

The project undertaken at Guéméné sur Scorff is focused on maintaining the elderly in the life of society by means of a linked series of actions of two main types: the improvement of housing and the development of amenities and services.

The significance of the project lies on the one hand in the linking together of these actions and on the other hand in the method of determining the actions to be carried out which consists in a process of joint consultation between the local authorities concerned, the administrative services of the department and the elderly themselves and is based on a study in depth of the needs and aspirations of the elderly.

The work carried out in 1976 has enabled a precise inventory to be drawn up of the housing conditions of the elderly and for a start to be made on the process of consultation on a range of proposals on both types of action in the project.

A more detailed study begun in November will allow the order of priorities for these actions to be established.

This study bears directly on the social and institutional processes whereby the elderly are brought to leave their homes and go into residential care; it will thus contribute to an understanding of the nature, causes and dynamics of poverty in this area of rural decline.

II - ROUBAIX (Nord)

The town of Roubaix is on the edge of a highly industrialised area which is currently experiencing a great deal of economic difficulty connected with the restructuring of the textile industry. The "C.A.L.- P.A.C.T." Centre has for many years been conducting a very important activity to promote housing for the least privileged. However it seems that this action, centred essentially on housing conditions, cannot by itself resolve the problems of the poorest families.

The project undertaken here has as its specific objective the support of a group of families currently accommodated in two temporary housing projects, by means of an intensive socio-educational programme directed at all members of the family.

This socio-educational action was launched at the outset of the project; it consists of several types of activity carried out by outside teams in close co-operation with the social workers in the two housing projects:

- training in "living together in society" for adults,
- support programme for children entering school for the first time,
- development of leisure activities for children and adolescents,
- introduction to the responsible use of housing.

This action is subject to continuous evaluation by a team of social science research workers from Lille.

The whole project is supervised by a working group consisting of representatives of the Departmental directorate for Health and Social Welfare for the Nord, the Family Allowance Fund, the Borough of Roubaix and the Ministry of Health.

III - ORANGE (Vaucluse)

The objective of the project undertaken at Orange is to allow the least privileged families in the conurbation to benefit from the public provision intended for the improvement of living conditions.

It is part of a wider operation for urban improvement in the town of Orange conducted by the Town Council with central government support.

1976 was devoted in part to a technical and social study of the centre of the town, and in part to cultivating awareness among those responsible for carrying out the urban improvement programme.

The work was conducted by C.A.L.-P.A.C.T. of Orange in close co-operation with the Ministry of Public Works and the Ministry of Health.

ACTIONS FOR THE IMPROVEMENT OF SOCIAL SERVICE SYSTEMS

The focus here is a social service system. Often it is a government organisation which is set up to meet the needs of the poor, in which case the project would be concerned in making it more responsive to these needs. In other cases the focus covers a range of services relevant to the lives of poor. Not only organisations directed specifically to the poor may be the object of this type of project, but also services for society at large, such as urban planning.

The NCAB project in England is an example of a small highly specific enterprise. It is designed to make the system of independent appeal tribunals used by the Department of Health and Social Security and the Department of Employment more helpful to claimants by providing them with trained lay advocates (qualified legal aid is scarce and expensive and a formal legal consultation is perhaps not appropriate to the claimants' needs). At the other extreme the experiment at Padua in Italy involves reorganising a complete range of services, to provide them at a single local level rather than conducting them from various levels, national, provincial and local. This is the most expensive and ambitious project in the programme.

Germany has two schemes in this classification, one directed towards the range of social services provided by the City of Cologne and the other to improve services for the homeless in the Ruhr. Paris has an experiment to create a Unified Children's Service in a particular locality - an attempt at co-ordinating the work of 3 separate services for children and facilitating more preventive work. In Ireland the impending change in the social assistance system is being used as the occasion for a before-and-after study of the impact of the reform as well as for experiments in improving the operation of the new system. Another Irish scheme is particularly concerned with "welfare rights", the awareness of the poor of the services available to them. This

problem of communication finds a place in several other projects. The Edinburgh project is essentially an attempt to restructure parts of the local authority management system to promote community involvement while two schemes in Ireland (one in the North and the other in the Republic) are directed to the rôle of voluntary organisations in social welfare.

In the main the techniques of group and community work were developed in countries where the formal structures of social services and income maintenance were less developed than in the European Community and self-help alternatives were often sought at the local level. The situation in the European Community, where formal structures are very highly developed by international standards, offers the chance to apply group and community work techniques to the improvement of such structures and making them more effective in eliminating poverty.

GERMANY

Project : Structural analysis of poverty and the means to deal with it -
An inquiry into the development of models for social management
and social work adapted to need.

1. Aims of the project seen in the short, medium and long term

The overall aim of the project is the improvement of the structures of social assistance by developing models of social management and social work adapted to need.

In close relation with the existing range of the various aims of the project three particular fields of inquiry may be distinguished: a structural analysis of causes and phenomena of poverty in two urban districts of Cologne, each of them with their own district structure; the development of selective social-therapeutic care; and the analysis of the manner in which social management is organised and carried out at present.

The project's short-term aim, which constitutes the main content of its first phase, is the qualitative and quantitative listing of the need for social assistance among poor groups of the population, together with an analysis of what is available and what is possibly lacking in the existing social provisions and services. In the second phase of the project - which corresponds with medium- and long-term policies - a number of people are given selective assistance by means of social-therapeutic care with fresh prospects for their future life. In the third phase of the project certain models are developed based on the results of the empiric list, on the move initiated by us towards social-therapeutic work and on the analysis of the manner in which social management

is organised and carried out at present. These models are aimed at a more intensive use of social management and social work adapted to need; the achievement of these ideas constitutes the long-term aim of our project.

2. New methods to help people in conditions of poverty

The development of new methods to deal with poverty has occurred in particular within the framework of social-therapeutic care conceived as an inquiry to be followed by action. As an addition to the Social Service of the City of Cologne with which we collaborate closely, the Institute in charge of the inquiry has set up its own advisory service in which a social-therapeutic team consisting of various disciplines develops new kinds of social work designed to encourage self help. The social-therapeutic activities are naturally related to the traditional social work methods (assistance in individual cases, group work, community work), but are distinguished in particular from what had been offered hitherto by the fact that care and advice are given by a multi-professional team gathered in one centre, that practical activities conceived within the framework of an inquiry followed by action are closely related to scientific research, that new forms of care in the field of social work are developed and tested and finally that forms of psychological therapy are used which had up to that moment not been applied to the underprivileged.

3. Participation of the target group in preparing and implementing the project

Participation of the underprivileged themselves is an essential feature of the project : they are not its object, but participate themselves actively in its implementation. The manner and extent of this participation vary

in each particular phase of the project, the intensity of participation increases as the project's model progresses. In the first phase of the structural analysis of poverty participation is largely limited to the function of information, those concerned supplying information on their condition of life and their needs, thus making a real contribution to the development of the welfare programme. In the course of the social-therapeutic welfare work the participation of those concerned also extends to the function of organisation and decision. The aim of mobilising the self-help potential is to be achieved in such a manner that concrete social assistance will give rise to the own initiative of those concerned being aroused which in turn should enable them to express their needs and to take part actively in the realisation of the project. Participation thus constitutes both an aim and a prerequisite of our social-therapeutic work.

4. Definition of the population group covered by the project

The research project relates to underprivileged population groups in two distinct urban areas of Cologne, i.e. an area of traditional, mature social structure and a new area which only took shape in recent years. Those covered consisted of people already in receipt of social assistance, as well as those who are not yet receiving benefits, either because they do not claim their entitlement or because their income is just above the limit of the rules governing social assistance. The nature, causes and extent of the distress facing those concerned is first of all ascertained by means of standardised interviews within the framework of a "social ranks inquiry"; the interviews will be concluded by the middle of October.

5. Working relations between those managing the project and all relevant public and private organisations

The crucial points of the action research programme were established in close collaboration with the Social Affairs Administration of the City of Cologne, the board of governors of Assistance to German Aged and the study Group of

Consumers who have also taken part in financing the project. At local level numerous contacts and cooperation agreements in the field of the inquiry exist with all institutions and people engaged in local social work. Responsibility for the organisation and implementation of the action research programme lies exclusively with the managers of the project.

6. Relationship between measures (action) and research in the project

Action and research are closely related in this model project which was conceived as an action research project and there is continuous consultation between the two fields. From an organisational point of view this close relationship is expressed by the fact that all those collaborating in the project take part jointly in research and action. In the individual phases of the project the areas of research and action actually have their own distinct importance. In the first phase, the structural analysis of poverty for which the interview technique was used, research clearly dominated. Its results, however, flow immediately into the project's practical work. In the second phase, the social-therapeutic welfare programme, action dominates which, to be sure, always has science by its side and is evaluated by scientific methods.

GERMANY

Project : agreement for work for the homeless in Duisburg/Essen

1. The short-, medium- and long-term aims of the project

a) short-term

- to complete group accommodation for child and youth labour
- to establish the children's degree of development
- to draw up the programme for the advancement of pre-school children, school children and young persons
- to ~~start~~ (to continue) the parents' work
- to draw up a questionnaire with a view to understanding the subjective sense of discrimination, to assessing the position, the action to be taken and the competence in law of those concerned (both juveniles and adults being questioned)
- to work out ideas for the 1977 leisure programme
- to lay down and discuss the principles of settlement in the forthcoming seminars for the further education of the entire team
- to co-operate in drawing up the research project in Duisburg University with the Institute for Social Work and Social Pedagogics and the Workers' Welfare Institute
- to draw up a sociological study for the purpose of understanding the social infrastructure in relation to the population structure of the urban areas.

b) medium-term

- to continue the programme for advancement with special reference to the problems of urban areas (setting up labour centres with collaborators of the institutions concerned)
- to set up a co-ordinating labour centre for the purpose of studying the problem of the homeless
- to arrange leisure courses lasting from several weeks to only a few days for children, young persons and adults
- to implement the research project of Duisburg University with ISS and the Workers' Welfare Institute

- to set up a labour centre (guidance group) consisting of collaborators of various specialist groups, the liberal professions and the Institute for Social Work and Social Pedagogics for the purpose of developing an overall plan for the homeless
- to implement the questionnaire and the related reactivation of those affected (at settlement and city level)
- to encourage the activities of those affected which does not merely imply change, but should also constitute a training ground.

c) long-term

- to integrate the inhabitants of settlements into the working class (gradual class abolition)
- to implement the measures worked out and arrangements suggested in the overall plan for the homeless
- to provide urban areas with Social Work departments according to policy lines laid down
- to attempt an analysis of the social security arrangements in the Federal Republic of Germany (extrication of the weak) in relation to the group affected

2. Indication of new methods to help people in conditions of poverty

3. Participation by the target group in preparing and implementing the projects

The two points were combined, because we work in accordance with the basic principles of action research which means that the following ideas should be adhered to :

- consistent involvement in and participation by those affected in matters of planning and in the implementation and evaluation of the work, in particular by questionnaire action, advancement programmes and social work related to urban areas
- co-operation with action groups of those affected and with Duisburg University for the purpose of understanding the threatening problem of homelessness in the newly built "Hagenshof".

4. Definition of the population groups covered by the project (nature, causes and extent of the emergency)

The model experiment covers in Duisburg approx. 1000 and in Essen approx. 400 inhabitants of emergency accommodation.

According to information supplied by the City of Duisburg to the Data Processing and Statistical Office of the State of North Rhine Westphalia the number of homeless in Duisburg has been reduced to 7,450 people according to an investigation carried out on 20 June 1976. In Essen there are at

present 2,808 and in the Federal Republic as a whole approx. 750,000 to 1,000,000 homeless; accurate statistical data are not available.

In relation to other wage earners the homeless are particularly exposed to economic vicissitudes (threatening, temporary, permanent loss of work). For the rest we refer to pages 2ff. of our report of 1 October 1976 to the EEC Commission.

5. Working relations between the managers of the project and all relevant public and private organisations

Contacts exist with the following institutions in the Cities of Duisburg and Essen :

- Health Office (for the purpose of establishing health defects among the inhabitants of settlements and for providing better medical care)
- District Offices (for co-ordinating administrative procedures for the benefit of those affected)
- schools, kindergartens, children's shelters, youth clubs for the purpose of co-operation in the interest of the children and young persons concerned
- Labour Exchange (for the purpose of getting to know and utilising the possibility of avoiding youth unemployment)
- Youth Office (co-operation with the experts responsible for specific settlements)
- Social Affairs Office (creation of possibilities for the purpose of implementing the measures devised and for making arrangements beyond the time schedule existing for the model projects. Setting up a co-ordinating labour centre)
- + Settlement and city labour community as a means of expression for those concerned
- Associations in the country surrounding the settlements which concern themselves with the problem of homelessness. (Association for Assistance to Young Persons, Falcons, etc.)

In addition, contacts were established with the Planning Division and the Division for the provision of accommodation of the Social Affairs Office, with the Schools Department, the Town Planning Office, the Trades Union, the Socialist Party of Germany faction of the Hamborn district, with local government officers and voluntary welfare associations.

6. Relations between action measures and research in the project

A separation between action measures and research within the action research principle (according to which our project has been set up) is not possible, since when action accompanying certain procedures is considered research will always come into play simultaneously. The measures listed in point 1 of this report represent action as well as matters for research.

FRANCE

Project intended to deal with the effects of poverty on underprivileged children in the 14th arrondissement in Paris

This report was commissioned by the Society for Promotion of Children's Mental Hygiene in the 14th arrondissement in Paris.

Aims of the project

Many publications on social assistance for children have shown that the present-day system of assistance to families did not always make it possible to meet the needs of these families adequately and could in certain cases even lead to negative effects on the development of children and families.

These publications have in particular stressed the absence of coordination between the different services concerned with children, the unsatisfactory summing up of family needs which frequently mars the family - child relationship, and the sometimes unsuitable methods used for placing a child into the care of the authorities.

The objectives of the project follow from what has been established in these findings:

- To ensure better coordination of the services designed to promote children's welfare;
- To improve the quality of family reports before a child is placed into public care;
- To experiment with new forms of intervention.

In the short and medium term these objectives take the following forms:

- . establishment at the level of the 14th arrondissement of a Unified Children's Service which coordinates these services as a whole;
- . definition of an accurate method to deal with budgetary matters;
- . establishment and evaluation of new forms of intervention.

B. New methods intended to assist the poor

Coordination of services constitutes the first aspect of the measures envisaged, In the 14th arrondissement this has taken the form of the appointment by the General Directorate of Sanitary and Social Action of Paris of one single person authorised to take individual decisions and to propose a more rational use of the available means.

The second aspect is the consideration given by the promotor of the project, in liaison with the social workers, to arrive at exact criteria leading to more adequate intervention.

The third aspect is an experiment with more flexible formulae for placing a child into care : foster parents, small homes, increased financial aid to families, intervention by social workers specialising in families.

C. Participation by those concerned with the drawing up and carrying out of the project

The aim pursued here is that the assisted family must be brought back to the level where it will take decisions in matters with which it is concerned by inducing it to cooperate in this process and to take stock of its actual position.

Furthermore, considerable efforts are being made at neighbourhood level, so that the community there will be involved in any action taken.

D. Understanding nature and causes, the population groups concerned and the extent of the poverty

The project, by a detailed analysis of individual situations, must bring to light the economic, social and psychological factors which have led to social maladjustment.

This may lead not only to improved assistance at the level of individual families, but also to more general actions of encouragement among population groups.

E. Working relations between those in charge of the project and the public and social organisations concerned

Here the project may be regarded as exemplary, since the preparatory phase has led to a widening of the project which will now be implemented in close liaison with public bodies (the Paris prefecture - D.G.A.S.S.) and private services existing in the arrondissement.

At this stage the following services cooperate closely with the promotor: Social Assistance to Children, Mother and Child Protection, School Health, Mental and Children's Hygiene.

Furthermore, the Minister of Health takes part in the coordination group which was set up to evaluate the results of the operation.

F. Relations between action and research

As has just been pointed out, the implementation of the project is accompanied by a very considerable research effort which on the one hand relates to the definition of more relevant criteria concerning the nature of interventions most appropriate to the needs of each family, on the other hand to the impact of the project on the position of families and children.

At this stage a number of encouraging results as to the quality achieved can be established where children were taken into care.

Since the creation of the Unified Children's Service the number of subsequent temporary placings into care has decreased very considerably; these children are placed not far away from their natural families and very often in their own district; a substantial effort is made to achieve that they will maintain close relations with their family.

These results should, of course, be cautiously interpreted and it is particularly necessary to ensure that the improvement in the quality of the intervention be accompanied by a true improvement of the results at the level of families and children.

FRANCE

PROJECT : COMMUNITY DEVELOPMENT FROM EARLY CHILDHOOD

(Pre-school and peri-scholar programme)

This report was commissioned by the Aide à Toute Détresse Science et Service Movement

A - SHORT, MEDIUM AND LONG TERM AIMS OF THE PROJECT

The importance of pre-school action in the struggle against poverty need hardly be discussed. Yet, there are all too few programmes affecting the most underprivileged families.

Aide à Toute Détresse has acquired considerable experience in this field in France and Great Britain and has adopted a suitable methodology for children and families in the Fourth World.

The aim within the framework of this project is to test and improve this methodology in three transit cities which are located in the Var, the Seine-Saint-Denis and the Val d'Oise areas respectively, and to evaluate the conditions under which a general policy might be formulated.

The implementation of the project is meant to improve the development of children from zero to six years, to enable them to take their normal place in the school system and to lead the families fully to assume their responsibilities for the education of the children.

The work done during the first three quarters of 1976 has made it possible to draw up a detailed balance sheet of the position of the families and to make a first approach to the children's development and schooling problems.

They have led to the definition of short term problems the realisation of which has already begun - in liaison, where necessary, with the services concerned.

These aims are concerned with the development of the pre-school and peri-scholar activities and the children's participation in those activities, as well as with families' participation in the children's education.

They have taken the form of the setting up of pre-school establishments that receive the three year olds every day and a preparatory cultural centre for children from four to six years of age who go to kindergarten school, the organisation of outings and holiday camps for children. Medical and para-medical staff also make their contribution and family aid is available within the families themselves.

In parallel, Aide à Toute Détresse has promoted many parents' meetings.

B - NEW METHODS INTENDED TO HELP THE POOR

The interest from this point of view is that the approach is general and coherent, being addressed to the children, as well as to their family and the institutions concerned; in addition a system of evaluation is set up which should make it possible to follow the development of the children and families.

C - PARTICIPATION BY THOSE CONCERNED IN DRAWING UP AND CARRYING OUT THE PROJECT

At this point it is well to stress that the method applied is the outcome of lengthy experiments in which families in several towns have taken part.

Furthermore, as has already been noted, the families are closely associated in the work that is being done with the children. The development and the increasing depth of this participation is one of the aims pursued by those in charge of Aide à Toute Détresse. Considerable results have been obtained and certain families have begun to take their responsibilities in the implementation of the project.

D - UNDERSTANDING NATURE AND CAUSES, THE POPULATION GROUPS CONCERNED AND THE EXTENT OF THE POVERTY

The implementation of the project will contribute to better knowledge of the institutional mechanisms which may lead to phenomena such as exclusion from the school system.

E - WORKING RELATIONS BETWEEN THOSE IN CHARGE OF THE PROJECTS AND THE PUBLIC AND SOCIAL ORGANISATIONS CONCERNED

In each of the transit cities and in varying degrees, close cooperation has been established between those in charge of the project and the teachers of the kindergarten and primary schools in which the children are placed.

This cooperation takes the form of regular meetings enabling an evaluation to be made of the position of the children. At Toulon in the Var department it has even been suggested that a member of Aide à Toute Détresse take part in certain school activities.

Similar contacts are developing with the services for the protection of mothers and babies.

F - RELATIONS BETWEEN ACTION AND RESEARCH

The implementation of the project is accompanied by a considerable research effort which is meant to allow :

- a deepening of the knowledge of the families
- an evaluation, by means of tests, of the development of the children
- an evaluation of the pedagogics used both for the children and the parents.

IRELAND

Welfare Rights Project

This project is sponsored and will be implemented by the National Committee on Pilot Schemes to Combat Poverty, established by the Irish government.

General Outline

The project aims to bring about necessary changes in the structure and operation of statutory services and benefits; to organise groups of claimants and local people to work with existing community groups; to develop locally and nationally a critical awareness of social issues and in particular issues related to legal and social rights.

Particular attention will be devoted to welfare recipients and other people in difficult circumstances. These objectives are being spelt out in short, medium and long-term detail. It is proposed initially to establish an appropriate presence in the areas chosen, to initiate contact with local residents and all voluntary and statutory agencies. It is then the intention to operationalise an information/advice service and initiate investigations into local issues requiring action and/or research. From that base it is intended to engage in publicity advocacy and active intercession on behalf of claimants, to organise groups of claimants and work closely with existing groups and organisations to seek to develop a critical awareness of social issues related to legal and social rights both at national and local levels. In all of this work from the initial information gathered the involvement of local groups is regarded as central to the project.

Areas

The project will be initiated in October 1976 in three initial target areas: the South Inner city of Dublin, Cork City and Waterford City. Each of these areas exhibits important characteristics of deprivation - the Dublin area is a classic example of the forms of multiple deprivation in a declining inner-city area; the Cork area is a densely populated working class community with a range of problems and particularly that of high unemployment; and the Waterford project area contains a recently built municipal housing estate which displays all the problems of a new developing community including lack of amenities.

Methodology

It is proposed to develop a comprehensive community work strategy; to select deprived areas according to relevant criteria; to recruit persons with a knowledge of project areas and to consult with the residents in selected areas and with agencies and groups operating in the areas on the initiation of field work programmes.

Progress to Date

The project teams - which will consist of a project leader, a project worker and a research officer - have been recruited and training has been completed. The field staff will enter the project locations during October 1976 and commence work with local groups, agencies, media and public representatives. The establishment of appropriate premises or structures for the carrying out of the project will follow immediately.

Research

Monitoring and assessment of the project in progress is regarded as crucial to assess the project. From the outset systematic field notes would be kept to monitor the experiences of field work workers, the tasks undertaken in the process entailed. The response of the community groups and statutory organisations, the growth of local awareness and the development of participation will also be assessed. A detailed research and evaluation design is being completed with the co-operation of the central research staff of the National Committee on Pilot Schemes to Combat Poverty.

Objective Two of the Project

Objective Two of the project is concerned with evaluation of the spread of financial benefit at national level and this objective is to be undertaken in two ways: first, by the conducting of separate studies at central level on the inter-action of taxation and welfare systems and other problems; and, second, by development of research studies on the system of services and benefits on the basis of the experience and problems arising from the field projects. Initial negotiations with the research agencies on the design of this objective of the project is at present being undertaken.

In comparison with other methodologies existing information services concentrate largely on individual casework as opposed to group and community work. Local participation and claimant involvement seem to be an essential element of the project which distinguishes it from other statutory information services. Links are being established with the Welfare Rights Projects in other states to permit the development of a comparative perspective which is lacking in current legal and social rights programmes in Ireland.

Staffing

In addition to the project teams mentioned above the project will receive the full back-up services of the administrative and research staffs of the National Committee on Pilot Schemes to Combat Poverty.

Budget

The detailed budget for the project has been submitted and it is envisaged that the total expenditure in 1977 will amount to £127,460.

OCTOBER 1976

IRELAND

SCHEME 12

Supplementary Welfare Allowances Project

The project is sponsored, and will be implemented by the National Committee on Pilot Schemes to Combat Poverty, established by the Irish government.

General Outline

The project takes its name from the Supplementary Welfare Allowances Act, passed by the Irish Parliament in 1975. The intention of the Act is to reform and update the existing Home Assistance service which was derived directly from the 19th century Poor Law. The new Act seeks to deal with a number of matters which had been the subject of criticism in recent years in relation to such issues as the stigmatising aspect of Home Assistance and variations between regions in Ireland in the application of Home Assistance.

Objectives of the Project

The Supplementary Welfare Allowances Project has two objectives

- to assess the new scheme of Supplementary Welfare Allowances and to suggest ways in which this scheme might be improved.
- to ascertain by experimentation, improved methods of providing for the needs of persons in receipt of Supplementary Welfare Allowances

Object One can be seen as largely a research exercise and objective Two as an action project concerned with experiments in ways to meet the needs of persons in receipt of the Supplementary Welfare Allowances.

The two major objectives have been spelt out in detail in terms of short, medium and long-term objectives.

Target groups of the Project

Persons in receipt of or in need of Supplementary Welfare Allowances and others in similar situations. In relation to objective one it is also intended to include policy makers, administrators or the relevant agencies or groups assessing the new Supplementary Welfare Allowances scheme. It is intended to involve persons in receipt of the allowances in the project wherever this is possible both in assessing the service and in identifying needs and developing programmes of action to meet these needs.

Action

The point of departure of the project is to focus on those at the lowest end of the scale in terms of financial resources. While the main emphasis will be on work with recipients of Home Assistance or Supplementary Welfare Allowances the project may not focus exclusively on such recipients. It is envisaged that the action element of this project will be linked with two other projects to be carried out by the Committee - the Welfare Rights and Community Action Research projects.

Research

Objective One of the project is almost entirely a research undertaking. It is intended that the Act be assessed in terms of (1) its own objectives and (2) the needs of recipients. This will involve a comparison between the situation before the Act as implemented and the situation afterwards in order to assess the effect of specific provisions on whether the Act had achieved its stated objectives in specific or general terms. It is also hoped to monitor the administrative changes which are due to take place with the introduction of the new scheme by maintaining close contact with the personnel and the agencies involved.

Progress to date

Work to date has consisted of the following: review of documentary materials; review of all existing research relating to the Home Assistance service; collection and organisation of basic statistical data; establishment of contact with the administrative personnel involved; observation work in two Home Assistance functional districts - one rural and one urban. In addition specific work has been carried out in relation to the number of applicants refused Home Assistance and the number of enquiries made about Home Assistance in particular periods.

Field work has been carried out for a survey of all the administrators primarily responsible for the Home Assistance service in each local authority area in Ireland. This has involved semi structured interviews designed to gain detailed information on present policy and opinions on the introduction of the new scheme.

A national survey of Home Assistance recipients has been carried out in conjunction with the Irish Economic and Social Research Institute. This has involved questionnaire interviews with more than 1,800 recipients throughout the country.

It is envisaged that the completion of analysis on the two surveys mentioned above and the compilation of preliminary draft reports will proceed in the coming months, during which time a detailed research plan for the remainder of the project will be drawn up and closely related to the time-table of the introduction and implementation of the new Act.

Preliminary planning on the more specific objectives of Part Two of the project involving action research in specific areas is under way and it is envisaged that action will commence some months after the commencement of the new Act in all parts of the country.

Staffing

Present staff on the project consist of two research officers full-time, a part-time research officer, and part-time input from the senior research officer of the National Committee.

Budget

The Budget for 1977 which has been submitted in detail amounts to £32,400.

OCTOBER 1976.

IRELAND

The Social Service Council Project

The project is sponsored by and will be implemented by the National Committee on Pilot Schemes to Combat Poverty established by the Irish government.

General Outline

The project relates to the work of the Social Service Council movement in Ireland which over the last ten to fifteen years has seen the emergence of between one hundred and one hundred and fifty Social Service Councils established on a voluntary basis in communities throughout the country and providing a wide range of personal social services and some community services. It is envisaged that the project will provide comprehensive information on the structure and working of these Councils and will focus in particular on the degree to which they make a contribution to the fight against poverty and on the necessary changes and strategies required to strengthen them, to give them a greater genuine community base and to enable them to play a positive role in combating poverty in Ireland.

Objectives

The objectives of the project have been spelt out in short, medium and long-term statements which concentrate upon such aspects as: the collection of general information on Social Service Council activities, determining the extent to which selected Social Service Councils meet local needs; the undertaking of experimental action programmes in selected areas dealing with - service improvement, initiating new services, restructuring and extending the role of Councils. It is foreseen that the project will seek to evaluate the effectiveness of these action programmes in meeting the needs of the poor. The long term objectives are to determine the effectiveness of the services in meeting the needs of those afflicted by poverty, to ascertain the manner in which Social Service Councils are attempting to meet their stated objectives, and to determine what policies might be developed by Social Service Councils towards meeting the needs of the poor to any greater extent.

Methodology

Different research methods and techniques will be used varying from participant observation and community studies to the more traditional survey and documentary research. Data will be gathered in respect of the following populations: those receiving the services; those administering the services; those providing the services; agencies providing grants for the services; and other local and regional voluntary bodies.

Participation

During the research phase it is intended to actively involve persons in receipt of services and the assessment and evaluation of Social Service Councils through group discussions and methods. At a later stage it is envisaged that clients will be involved in developing programmes of actions to meet their own needs. The number of national and regional agencies will be actively involved in the planning and implementation of the project.

Evaluation

Evaluation will be undertaken on the effectiveness of research design in relation to long term objectives of the project and of the effectiveness of the action schemes in implementing recommendations arising from the research findings. Comparisons will be made between successive schemes in the different project locations.

Research

Research will consist of two elements:

- a national sample survey of approximately twenty five Social Service Councils chosen on a representative basis across the country
- a comprehensive in-depth study of all the Social Service Councils in one country, Clare in the mid-West of Ireland.

In the national study it is proposed to identify and interview Social Service Council leaders, professional staff, representatives of voluntary groups, local and statutory officials, clergy and clients. In the intensive study information will be gathered on the same general basis as the national study in addition to the study of social needs and the evaluation of a particular services. This will involve a number of research techniques varying from the traditional survey and documentary research to participant observation of community studies. The county chosen for intensive study was selected on the basis that it ranked highly on measures of poverty while at the same time exhibiting a high level of Social Service Council activity.

Action

The action component of the Social Service Council project will commence in the latter half of 1977. Action projects will be largely contingent on the findings of research and for this reason it is not possible to outline the full details of the action programme at this stage.

Progress to Date

The staff of the project have been selected and are undergoing training. The area for the intensive study has been chosen and selection of the areas for the twenty five Councils to be included in the national sample are at an advanced stage. It is envisaged that research work will commence before the end of 1976.

Staffing

The staff will consist of two research officers and a number of workers trained in social science skills to assist in the research.

Involvement of Population

Three separate groups constitute the population of the study - Social Service Council members, staff employed by the Councils and consumers or recipients. These groups will be actively involved in the research programme - i.e. through self-surveys and group discussion to clarify objectives, evaluate services, identify needs

and suggest ways in meeting these needs. It is expected that involvement in the research process will stimulate critical awareness and assessment of the functioning effectiveness of Social Service Council activity.

Financing

This project is not being financed under the EEC programme but is being included only for purposes of comparison and exchange of results.

ITALIA

Project : Improvement of system of welfare services in Padua

NOTES ON THE FIGHT AGAINST POVERTY PROJECT UNDERTAKEN WITHIN THE LOCAL UNITS IN PADUA.

a) The aim of the project is to deal with the problem of poverty and of deprivation in a particular area (the Municipality of Padua) through the provision of basic and specialized services for the whole community. This is an attempt to overcome the confusion existing in the present system of welfare services, to do away with specialized services for specific sections of population, to avoid the delays caused by bureaucratic complexities and the dissipation of resources brought about by the doubling up of the various agencies.

Three years ago, the local authorities in Padua set up a project involving the subdivision of the city into "Local Units" representing an integrated and organised system of services for the safeguard of health and for the socialization of the members of the community. The EEC fight against poverty project has been incorporated in this experiment.

An interesting feature is the fact that the project is an integral part of the local authorities' programme and a certain degree of continuity and of integration has therefore been guaranteed. On the other hand, the local political affairs may play a negative part in such a project (for instance, last year, the hazards of the local Council were reflected in the setting up of the controlling bodies for the project.)

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b) The three areas of action proposed by the project for a five year plan are the following: maternity and child welfare, care of the aged and of the handicapped, the protection of workers. The work of the first year was mainly concentrated on the first group. It was carried out by teams of workers representing the various professions involved in preventive work, diagnosis, therapy and rehabilitation for children of all ages, with special attention to cases with particular needs.

For the second group, home care services have been increased and a programme of financial assistance has been set up to ensure a "minimum living standard" for everyone.

The precise way in which the third part of the programme, namely the protection of workers, is to be carried out has still to be finalized.

c) The basic outlines of the programmes are laid down by the local administration involving the various political representatives elected by the people, these are then worked out by the professional bodies responsible for the social services provided by the state and carried out in the various districts (or Local Units) by teams of workers and by those responsible for the local health, social, training and leisure time activities services provided by the municipality.

With the setting up of neighbourhood committees, of form and of school Councils, it is hoped to achieve a wider and better

co-ordinated local participation. In the same way there is a regular consultation with the local organisations responsible for working with handicapped people.

Up to now there has been little evidence of spontaneous community participation, (not engendered by the organisations themselves, elected or otherwise) except for the volunteers involved in home care. It will be interesting to see whether a large number of people will be involved in the work of setting up the "social register" mentioned below.

d) f) To reach an understanding of poverty and of deprivation has for a long time been the aim of the "Research and Evaluation Committee" responsible for setting up and for controlling the project by evolving the theoretical and methodological aspect of the work with the specific contribution of two experts from the Padua University and for setting up the necessary instruments for the work of starting a "social register". In this way, it is hoped to avoid "once-only and erratic" research projects. A total census of all families and of their component members is to be carried out, and the findings transmitted to the computer of the Municipal Registry Office and to the terminals in the individual Local Units. On the basis of these findings further specific information will be collected for "cases" with specific problems.

e) The Headquarters where contacts will be made with the various agencies involved in the projects have been set up in the Padua Town Hall by the "Research and Evaluation Committee" which is directly involved in backing and in controlling the experiment and by the newly-formed "Commission of Control and of Co-ordination" on which the properly constituted social forces of the city are represented.

There have been contacts with agencies operating in the city in the welfare services to allow for a better coordination of their work.

In the future it is hoped to involve the smaller municipalities to which, within the frame-work of the legislation, the work of the Local Units will be extended.

18.10.1976

UNITED KINGDOM

Project : Social and Community Development Programme (Edinburgh)

a) In a report submitted to and approved by Edinburgh Corporation in June 1974 it was stated that the 'principal objectives' of the Programme might be:-

- to define areas of multiple deprivation within the city, analysing the problems of these areas and creating and implementing policies on an inter-departmental basis in order to eliminate deprivation
- to provide a comprehensive picture of problem areas in order to determine priorities in a meaningful way
- to make local government more effective and accessible to local communities
- to assist local people in deciding, planning and taking action to meet their own needs with the help of outside resources
- to help local communities to adapt to the pressures of social, economic and physical change.

Consistent with the objectives suggested in 1974, but presented in a more systematic way the broad objectives of the Programme are as follows. Each of the objectives is continuing, rather than short, medium or long-term. However objectives 1 to 4 probably represent the move in emphasis in each area as time goes on. Objectives 5 and 6 are continuous, and perhaps represent research rather than action.

1. to clarify local needs and opportunities where this has not already been done
2. to assess extent and impact of local and national government policies and services on the area
3. to promote increased knowledge of each neighbourhood (including the results of 1 and 2) by those involved, particularly the residents
4. to develop the level and richness of local networks of discussion, debate and decision-making, with the emphasis on overcoming artificial divisions of responsibility
5. to evaluate techniques and specific projects against the stated criteria, and to feed back results into the action process
6. to pass on information gained under 1 to 5 which has application outside the immediate confines of the Programme, and to monitor the outside influences on the work within the Programme.

b) The traditional method of working in local government has been for professional departments to provide their services in a more or less independent way. This method of working has its advantages in that it fostered the expertise and confidence required for the efficient provision of services. Its disadvantages were that no formal procedures existed to bring together officials from different local government departments (much less residents) working in a geographical area to enable them to share their information and expertise.

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problems in deprived areas, without simply fostering further dependance on departmental services.

- c) Explicit in the objectives of the Programme is the commitment to encourage participation, and to evaluate the techniques involved (section 3.3). The suggested criteria for assessment (section 3.4) are measures of the level and degree of the involvement achieved through the programme. Attempts are being made to involve people in the administration of the Programme itself, for example in the choice of area co-ordinators, and will continue.
- d) Poverty has been defined for the purposes of the Programme to be a lack of opportunity and choice. Low income is only one important factor amongst others. Four neighbourhoods of Edinburgh which demonstrate poverty of opportunity and choice have been selected for attention.

They were chosen using social indicators derived from the 1971 Census, and information from local authority departments, local branches of national bodies and voluntary agencies. The provisional boundaries are shown in Figure 2 at the end of the report. The boundaries were based on administrative divisions, and not intended to be more than indications of the areas of interest. The approximate populations of the four areas and that of the City of Edinburgh are as follows:

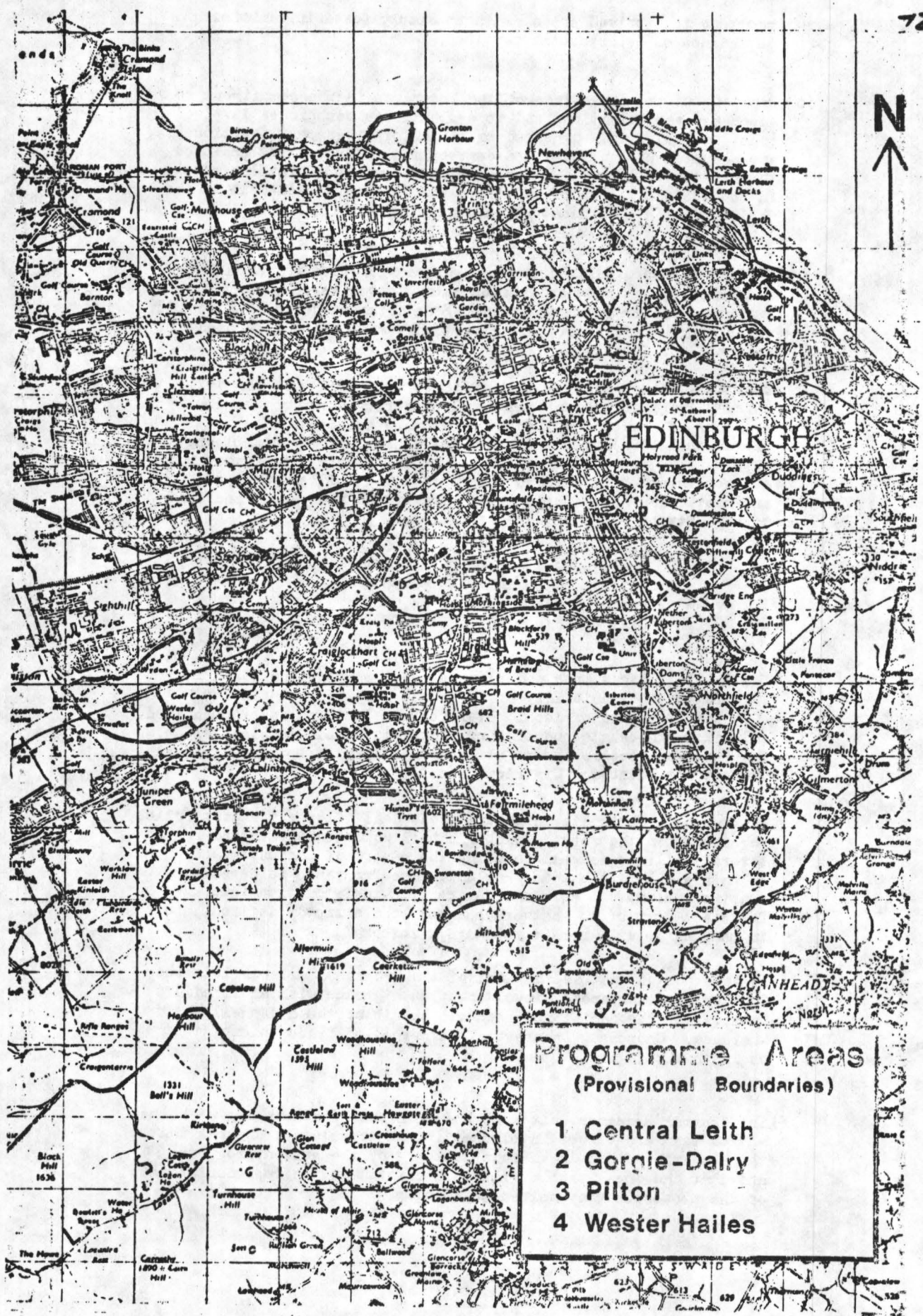
Central Leith	14,000
Gorgie-Dalry	16,000
Pilton	30,000
Wester Hailes	14,000
City of Edinburgh	470,000

- e) The initial discussions and planning of the Programme began in 1974 as the responsibility of Edinburgh Corporation. In May 1975 the structure of local government in Scotland was reorganised, and Edinburgh became one of four Districts within Lothian Region. The Programme became the joint responsibility of Lothian Regional Council and Edinburgh District Council.

Edinburgh is fortunate in that a great deal of talent and expertise is central in the city. Edinburgh has two universities and several colleges as well as being the centre of community and voluntary associations in Scotland. The Programme is developing a network of mutual help and advice with these institutions. The exact form of the network has not been strictly defined, and in many cases will remain relatively informal.

It is expected that as the work of the Programme extends into the four operational areas, involvement with groups with an immediate interest in the social and economic health of the areas will increase. Churches, Chambers of Commerce and trade unions might be in this category.

- f) The Central Research Unit's method of close joint working with the action team and direct involvement of the population ensures that the research effort is an integral part of the action programme and that the local people will be committed to the implementation of the proposals they helped to develop.



Programme Areas
 (Provisional Boundaries)

- 1 Central Leith
- 2 Gorgie-Dalry
- 3 Pilton
- 4 Wester Hailes

UNITED KINGDOM

Project : Welfare Rights (National Association of Citizens' Advice Bureaux)

A) Objectives of the Project

The NACAB tribunal representation project stems from a number of recent research investigations into the operation of both those state agencies in Britain responsible for income maintenance, and the administrative tribunals that adjudicate on disputes between claimants and those agencies. These investigations reveal that claimants are in need of effective advice guidance and representation in conducting their claim applications, and this service is further needed when it is necessary to appeal to a tribunal. The overall long term objective of the project is to assess whether the Citizens' Advice Bureau movement, one of the few locally based advice agencies with a national network of advice centres, can provide a comprehensive lay advocacy service in this field.

The short term objectives of the project are:-

- a) to make the lay advocacy service available to the public through the 9 Citizens' Advice Bureaux in the North West Midlands that are included in the project area. This involves providing training, information and support services in welfare rights to these bureaux
- b) to encourage awareness amongst the public of the advocacy service available.

The medium term objectives are:-

- a) to demonstrate the need (or lack of need) for a system of lay assistance in the field of income maintenance.
- b) to point to possible improvements in the present system from the point of view of the claimant
- c) to assess the training and related resources needed for CAB to provide a national scheme of lay advocacy.
- d) to assess the degree of mutual co-operation and assistance needed between the CABs and existing statutory and voluntary agencies to make the service effective as far as the poor are concerned.

B) New Methods to help persons in poverty

The concept of a national lay advocacy service is in itself a new method. At present the existing legal aid services do not cover tribunal representation (although legal aid is available for advice on preparing tribunal cases). There is also some evidence to suggest that claimants prefer a type of representation that emphasises informal joint enterprise between claimant and advocate. It is this type of perspective that the project is hoping to develop within CAB.

C) Participation of target population

The target population participate only indirectly at present in that they have not been involved in the organisation of the project, or in the training of the staff. However, as the service comes into operation in January 1977 the project staff will be paying particular attention to building up participation mechanisms through "feed-back" from claimants receiving the service.

D) Type, causes and extent of poverty amongst the target population

Malfunctions in the welfare benefits field have long been identified as a significant factor in exacerbating existing poverty levels in Britain. These malfunctions operate on a number of levels. In particular the project is focussing on:-

- i) the ongoing problem of potential claimants not applying for and taking up those benefits that are available
- ii) the lack of awareness amongst those who are in receipt of a benefit of the operation of the appeals structure, and its potentiality in terms of improving the claimant's financial situation.

E) Working relationships between project leaders and relevant public and community organisations

The project workers are actively involved in liaising with a wide variety of statutory, quasi-statutory and voluntary agencies to build up effective referral systems and publicity for the service. These organisations include:-

- a) all local authority personal social services departments in the project area
- b) all Probation Officers in the project area
- c) all Community Relations Councils in the project area
- d) all secretaries of local Law Societies
- e) secretaries of relevant pressure groups for the poor in the area
- f) secretaries of local Trades Councils in the project area.

Project staff also attach importance to building up effective liaison with

- i) the major agencies involved in income maintenance i.e. the Department of Health and Social Security and the Department of Employment
- ii) the clerks and members of the relevant tribunals.

F) The relationship between action and research

Formulation of the research tasks of the project is now taking place. It is expected to include:-

Continued ...

- a) Quantitative - Case rates, including a pre-project central period.
Data collection from:-
Citizens' Advice Bureaux
Department of Health and Social Security
Department of Employment
Other relevant agencies
The tribunals concerned.
- b) Qualitative - Workers' attitudes and competence
Client attitudes
Types of assistance
Existing agencies' attitudes and competence
- c) Training - Methods, including differentiation of techniques
Effectiveness
- d) Resources - Costs
Information
Staffing
Back-up
Publicity
- e) Other - Range of tribunals
Geographical coverage
Publicity

Throughout the project period it is envisaged the action and research aspects will be closely related, and that it will be possible to modify the action objectives as a result of ongoing research findings. This is especially so in relation to analysis of training and resources input needed to make the service effective but will also be relevant in the wider context of assessing the viability of the Citizens' Advice Bureau movement offering this service nationally, and the form that such a service would take.

SCHEME 21a

UNITED KINGDOM

Project: Areas of Special Need in the Belfast Urban Area

- (a) Objectives: **short-term** - to find whether social need can be objectively defined by accessible indicators and, if so, whether they provide a basis for selecting areas suffering from social need to a marked degree.
- medium-term** - to determine the distribution of social need in the Belfast Urban Area, to examine the gaps between need and the provision of services intended to prevent or reduce it, and to put forward for discussion suggestions for new initiatives to combat social need.
- long-term** - to find satisfactory indicators to measure social need, to monitor changes in its level and to be suitable for extension to the whole of Northern Ireland.
- (b) New methods to help persons in poverty: as a research study rather than action research this project will present suggestions for new initiatives to help those areas with the greatest number of persons in poverty.
- (c) Participation: in a 1 in 10 random survey of the households in two localities of the areas showing high levels of need the people were asked about aspects of social need affecting them and to express their views on service provision, and perceived gaps between these. Community associations, tenants/residents groups and a wide variety of field workers and officials living and working in these areas were interviewed.
- (d) Type, causes and extent of poverty: the study is concerned with areas affected by special need measured by social indicators and to meet which social policies are designed. Poverty in terms of inadequate income among individual families was only one aspect of social need considered. The study focuses on geographical areas rather than on individuals or separate families. Within the areas of high social need many but not all families have an income inadequate for their basic needs without State Support, and some even with it.

Multivariate analysis of statistical data accumulated for the whole Belfast Urban Area shows social need to be dominated by four factors.

- (i) an unemployment (adult male, long-term male, juvenile male) - low and state supplemented income - large families - overcrowded dwellings factor
- (ii) a substandard housing - semi-skilled and unskilled workers - elderly persons - high bronchitis mortality - children in care - low and state supplemented income factor
- (iii) a personal handicap factor - mentally handicapped - educationally subnormal - bronchitis deaths - poor school attendance.
- (iv) an educational disadvantage - retarded reading - no school examinations - no occupational qualifications.

The geographical extent of the areas showing high levels on these 4 need factors covers the wards of three zones.

Factor (i) occurs in a belt from the city centre to the west of the city.

Factors (ii) and (iii) overlap in an inner city zone.

Factor (iv) as a separate factor is characteristic of several suburban wards which include new housing estates to which families from the inner city have moved.

Within these wards live 25% of the urban population although not every family suffers one or more of these aspects of social need.

- (e) The working relations between project leaders and all relevant public and community organisations at the research stage was good, with close co-operation from local residents in spite of the charged political atmosphere. Action projects were not involved at this stage.
- (f) As a result of the research study action projects may be initiated or special policies may be designed and implemented within these areas. Consideration is now being given to the conclusions and implications of the study.

UNITED KINGDOM

Project: The Contribution made by Voluntary Organisations to Social Welfare in Northern Ireland.

(a) Objectives

The short-term objective of the Project is to produce and publish a Province-wide directory of Voluntary Organisations for the benefit of Statutory and Voluntary Workers and potential clients.

A more medium-term objective is to assist some four to six organisations representative of the whole population to engage in a re-appraisal of their function and methods; by means of a study by the researchers of their whole structures.

In the long-term the Report and Findings should assist the Statutory Social Services Departments in their relationships with and support of Voluntary Organisations. They should also help Voluntary Organisations to understand more fully their role vis-a-vis the Statutory Agencies and other Voluntary bodies.

(b) New Methods to Help Persons in Poverty:

The purpose of this project is to try to find out more about the part played by voluntary organisations in the meeting of social need and to determine the extent and the significance of the contribution of voluntary agencies to social welfare provision.

(c) Participation:

Some 700 voluntary organisations, including community groups, have already been contacted by means of a questionnaire. Interviews have also taken place with Government Departments, particular voluntary organisations and volunteers themselves.

(d) Type, Causes and Extent of Poverty:

The project is concerned with trying to find out more about the part played by voluntary organisations in the meeting of social need and to determine the extent and the significance of the contribution of voluntary agencies to social welfare provision. The extent to which the services provided rely upon voluntary effort has hitherto been a matter of conjecture only but it is a premise of this project that the value of the voluntary contribution is high and that left to themselves the statutory services could not hope to meet the various demands of social need. The inquiry however must be limited and in this case is confined to voluntary organisations which appear, or claim, to be concerned primarily with one function. The inquiry is further limited to agencies working in Northern Ireland (although not excluding those originating or controlled from without Northern Ireland) which offer a service to meet social need involving some form of client-contact. Specifically excluded from the inquiry are voluntary agencies concerned primarily with culture, recreation, business and politics even though on occasion some of them may adopt as a secondary function a social-welfare programme.

(e) The working relations between the project leaders and all the relevant public, voluntary and community associations have been good with close co-operation from all concerned. It is expected that this situation will continue until the end of the project.

(f) The main value of the research will be to provide hard data on voluntary organisations in Northern Ireland, such as has not been available before and an attempt will be made to evaluate their contribution in terms of effort, performance, adequacy of performance, efficiency and process.

THE EXPLORATION OF POVERTY

There remain two international studies to be considered, proposed by the Commission itself and financed 100% by the Community. The object is to reinforce the Commission's policy of putting the study of poverty at a Community level, so that problems are no longer seen entirely in a national perspective. These are also comparatively short term enterprises whose results will be available before the first conclusions can be drawn from the action-research ventures and can thus be used to help evaluate the action-research findings.

The study by the Institute of Community Studies comparing the situation of households in low income districts of London, Paris and Cologne and certain rural areas, is essentially a pilot venture to test out methodology.

The other study was conducted by the Commission's own services with the help of various market research organisations to examine the concept of poverty in a representative sample of Europeans. The results will be available early next year.

UNITED KINGDOM, FRANCE AND GERMANY

Study 22

PROJECT : A comparative cross-national survey of poverty and of social policies to combat poverty

Sponsoring organisations : The research is being undertaken by three institutes :

- Institute of Community Studies (United Kingdom)
- INFAS (Germany)
- CREDOC (France)

General outline : The basic idea of the study is to bring together two elements : first, the findings of sample surveys in three countries and, secondly, the comparative examination of social policies and institutional arrangements to combat poverty in the same countries.

The work for 1976 so far has been to carry out local pilot surveys and to start the analysis. The tasks for the remainder of the year are to continue the analysis, interpret the findings and relate them to the studies of relevant policies and to other characteristics of the respective societies.

Approximately 500 households were surveyed in each country, divided as between urban and rural in the ratio 4 : 1. The following areas were selected :

- United Kingdom

Waltham Forest, one of 32 local authorities in Greater London. The area is 4,000 hectares and the population in 1975 was just over 230,000.

Fenland is made up of two adjoining rural parishes outside the small town of Wisbech about 90 miles north of London. The area is 6,000 hectares and the population in 1971 just under 3,500.

- Germany

Kalk is ⁱⁿ the inner part of Cologne on the eastern bank of the Rhine. It covers nearly 3,000 hectares and its population in 1975 was 113,000.

Dierdorf is a rural parish in Rhineland-Palatinate, a wine-growing area in the Rhine valley. The parish contains several villages and hamlets. The total area is 6,500 hectares and the population in 1973 was 8,000.

- France

Montreuil is an inner suburb of Paris, beginning just beyond the Boulevard Périphérique. The municipality is nearly 900 hectares in area, with a population in 1975 of 96,000.

Mentpazier is a canton in the Dordogne containing, as well as the town itself,

small villages, hamlets and separate farms. The area is about 15,000 hectares and the population in 1975 was 12,000, of whom about half lived in the town.

The proportion of the initial sample successfully interviewed was 80 % or more in all areas. The definition of poverty used for the first round of analysis is based on identifying the poorest 20 % of families in each country. The so-called Oxford scale of weighting was adopted:

Head of income unit :	1.0
Other adult :	0.7
Child :	0.5

On this basis, the "income per adult equivalent" was calculated and the poorest 20 % of families identified. The income used was net of direct taxes and of housing costs. The first series of tabulations⁽¹⁾ are provisional and merely indicate the kind of comparisons that are possible with the data. Caution is necessary, however, both because the numbers in several categories are small and because the areas cannot be regarded as fully representative of their respective countries.

A full report on the pilot phase of the study will be available in the beginning of 1977 and will then be examined by the advisory group for pilot schemes to combat poverty.

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- (1) 1. Percentage of families in urban and rural areas who were poor (i.e. in the poorest 20 % within the combined samples for each country).
2. Percentage of each family type (Under/over pension age; married/single; with/without children) who were poor.
3. Percentage of families who were poor with heads (a) in full-time employment, (b) sick or disabled, (c) unemployed.
4. Percentage of (i) Poor (ii) Other families who were (a) lacking or sharing bath or shower, (b) sharing W.C. (c) lacking hot water.

EUROPEAN COMMUNITY STUDY ON THE PERCEPTION OF
POVERTY

Study n° 23

The survey was undertaken in May 1976 in the nine countries of the Community. The 8 600 who participated in the survey constituted a representative sample of the population aged 15 and above. The survey consisted of interviews in the home, undertaken by trained interviewers.

Organisations contracted to undertake the sampling

Belgium	DIMARSO/INRA
Denmark	GALLUP MARKEDSANALYSE
Federal Republic of Germany	EMNID-INSTITUT
France	INSTITUT FRANCAIS D'OPINION PUBLIQUE (x)
Ireland	IRISH MARKETING SURVEYS
Italy	ISTITUTO PER LE RICERCHE STATISTICHE E L'ANALISI DELL'OPINIONE PUBBLICA (DOXA)
Luxembourg	DIMARSO/INRA
Netherlands	NEDERLANDS INSTITUUT VOOR DE PUBLIEKE OPINIE (NIPO)
United Kingdom	THE GALLUP POLL (xx)

The material gathered during the survey concentrated on three research themes which analyses have enabled to be grouped together :

1. Data on income
2. Degrees of satisfaction or dissatisfaction
3. The perception of poverty

1. DATA ON INCOME

a) Monthly incomes

- family income distribution
- the dispersion of different levels of income distribution (the differences which exist between each country, in the first instance for the 25 % of the population which has the highest incomes and then for the 25 % of the population with the lowest incomes).

(x) Who are also contracted to co-ordinate internationally and to analyse the results

(xx) The sampling in Northern Ireland was undertaken by a collaboration of Irish Marketing Surveys and Gallup Poll.

- b) The income judged necessary or an estimation of the cost of life's necessities.
- c) Norms of comparison for minimum income according to the composition of the family:
 - tables of correspondence linking income or expenditure to the number of members in the household (Oxford scale).
- d) The definition of a European poverty threshold :
 - the setting up of an income median in the Community and establishing the number of households, in each country, whose income is below two-thirds of this European median income.

2. Dissatisfaction

- a) The overall view of satisfaction or dissatisfaction in relation to the life being led :
 - as it is at present,
 - how it has changed during the past five years,
 - how it may change during the next five years,
 - how it may change for the next generation.
- b) The degree to which, on a scale numbered from 1-10, there is satisfaction in 5 specific fields, which cover the material aspects of life : Housing, standard of living, income, state of health as well as the organisation of one's own life: work, free time, the use of leisure; the environment and the organisation of collective services : place inhabited, methods of transport, social advantages; one's personal place in society: the relationship between different generations, the amount of consideration received, relationships with other people and, finally, the socio-political system : how does democracy operate, the type of society.
- c) The difference between the overall view of satisfaction as it is felt and the degree of satisfaction which it is felt one has a right to.

3. The perception of poverty, of destitution

- a) Positioning on the Poor/Rich scale
 - the opinions felt by the people interviewed of being poor, less poor or rich;

b) the perception of destitution

- a series of questions were put relating to the perception of extreme poverty, i.e. destitution.

A few provisional comments :

1. The perception of destitution, as is any perception of social phenomena, probably depends on the cultural characteristics of individuals and groups of people rather than on objective situations observed by statisticians.
2. The views given as to the causes of perceived destitution i.e. that which is implicitly brought about by the individual's surroundings rather than by an accident sustained by the individual, differ greatly between countries.
3. The connotations which dominate destitution are the class into which one is born, lack of education, ill-health, old age and isolation. These connotations differ from country to country.

c) An attempt at a typology of attitudes towards destitution

Analysis was made at the level of 7 groups, whose attitudes to each question and whose socio-demographic characteristics are known.

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The definitive report will be ready either at the end of 1976 or the beginning of 1977 and it will form the object of a detailed examination by the "Action to combat poverty" working group.

Part III. FUTURE ACTIVITIES

1. Duration of the existing pilot schemes and studies

Of the 21 projects put into operation 2 are cross-national studies funded for only one year. The information already available from the pilot-survey on the concept of poverty in the 9 Member States of the European Community appears very useful and could well form the basis for a wider investigation. The other study which is mainly concerned to learn more about the circumstances of deprived people and about the relative effectiveness of social services and social policies in general, was funded for one year to develop and test its methodology. If this proves sound, it will need to seek further finance in 1977. Results from both projects will be published in 1977.

All the schemes proposed by the Member States have a planned duration of more than two years. The maximum duration of the experimental phase is 5 years (some projects may become established on a permanent basis but they will not be considered as experiments beyond 5 years).

It is in the nature of action-research in the social service field, which usually involves setting up or reorganising a service and monitoring its performance over a period of time, that results are not available quickly. It takes time to gather the personnel and equipment and set them to work and if the service is really to be tested out it must usually run for several years. In many cases the service needs to build up "goodwill" among the persons served to be effective and in others the change in attitude among the clientele is the objective itself. Finally some provision should be made for analysing the results after the experimental fieldwork phase which might involve follow up work among those served to see if permanent improvements have been achieved.

This indicates that in all pilot schemes the testing and development of new methods cited in the Council Decision has not yet been achieved and is not capable of achievement within the two year period allowed. Only limited progress can be reported to the Council before the end of 1976, since the final list of projects could not be approved by the Commission until November 1975 and contracts were not signed until December.

The present report of the Commission which should, under Article 6 of the Decision, be submitted to the Council before the end of this year is necessarily based on the information available from the projects by October 1976 at latest. At that date the progress reports on the projects covered at most 9 months of activity including the introduction period required for planning, recruiting staff, hiring premises, buying equipment and so on.

2) Reporting on the programme

Regular and systematic reporting on the organisation, activities, results and findings of the pilot schemes and studies included in the programme is of the greatest importance. It is necessary to enable the Commission authorities to keep in touch with the progress being made, to facilitate contact and the exchange of experiences and ideas between the various projects, and to report regularly to the Council of Ministers. But above all it is essential in order to permit analysis and evaluation to be made with a view to the eventual influencing of policy and, hence, to the improvement of the position of the poor.

It is recognised that this need for regular and accurate reporting should be balanced with the necessity to avoid the creation of a rigid system which would interfere with the day to day work of the project workers. Neither should the reporting system be allowed to become inflexible. Creative and descriptive reports, particularly in the case of action projects, can be of the greatest value.

Article 5.2 of the Council Decision provides that the body responsible for the pilot scheme or study should report back to the Commission at regular intervals.

The following documents were to be communicated to the Commission not later than 1st October 1976:

1. a progress report covering the steps taken to initiate work, the recruitment of staff etc. and any other developments or results which might be interesting;
2. a budgetary statement covering the period 1st December 1975 (or the starting date of the scheme) to 15th September 1976;
3. a planning report for 1977;
4. a budget covering the period 1st December 1976 to 30th November 1977;

The contracts covering the second year of the projects provide that a new progress report will be communicated to the Commission before 1st October 1977.

Finally the Commission reserves the right to receive the information and the results obtained during the whole lifespan of each project.

3) Collaboration of the Member States in the field of social action, planning, and evaluation

The reports so far available to the services of the Commission demonstrate that the Commission has been able to bring together a series of projects which promise useful results and that the projects have all been successfully launched. In some cases there have been delays in getting into operation but these have been overcome, morale is high among the project staff, and the advisory group is satisfied with the advancement of the programme.

The success of the programme of pilot projects is to be judged not only by the success of its individual components but also by its overall success as a European venture. Even before the first projects had been launched the programme had succeeded in bringing together a range of agencies active in the social welfare field from all over the Community and this contact has been maintained and deepened as the agencies have worked alongside each other in a common European enterprise. An extended meeting of project leaders was held in June 1976 for an exchange of ideas and experiences and it is hoped that a full seminar can be held next year. The Advisory Group also sustains a continuous contact and discussion between Member States on poverty issues. Finally the collective evaluation and publication of results should first of all make the results of national projects more readily available in the Community at large and secondly make it possible to set the results in a broader perspective.

4) Continuation of the programme and the launching of new pilot schemes and studies

The judgement whether or not to continue the great majority of the present projects beyond the initial two year period thus depends not on an assessment of concrete results but on whether the initial few months' experience indicates that the investment should be followed up and that tangible results can reasonably be expected.

The experience to date would seem to indicate that the Commission should in the first instance seek to continue the majority of existing projects so that the initial progress can be followed through to a useful conclusion. Premature termination of projects and hasty evaluation is wasteful and likely to give rise to ill-founded conclusions.

In the second place the initial success of the programme constitutes good grounds for seeking a modest expansion. A number of worthwhile proposals over the last year could not be promoted due to limited funds and given the interest which the present programme has aroused there is every reason to expect that further worthwhile projects could be included in an expanded programme.

In the third place a provision for monitoring and evaluation of the programme is essential. This would enable experts and members of the advisory group to make site-visits and draw up reports. At the moment no provision is available for this vital aspect of the programme.

The Commission in its 1977 budget has requested an amount of 3.500.000 u.a. for the continuation of the programme, which is broadly equivalent to the amount requested in the 1975 and 1976 budgets, with an inflation factor and a margin for a modest expansion as well as a small element to provide for expenses arising from evaluation and monitoring. This was agreed between the Council, the Commission and the Parliament on 23rd November 1976.

5. Conclusion

1) A European Commitment to Fight against Poverty.

The existence of the programme of pilot projects is a tangible demonstration of the Community's concern that Member States learn from each other how to solve common problems in social policy and to fight against poverty. The period since the Council first set the programme as a priority point in its Resolution on a Social Action Programme in January 1974 has been a time of severe economic difficulties. Now is the moment for the Community to reaffirm its concern by continuing the programme it has already established and if possible allowing a modest expansion.

2) A Community with a Human Face.

A particular feature of this programme is that it is concerned with people as people and not only as producers and consumers or potential producers and consumers. It also involves the Community in direct activity with individuals in their own neighbourhoods. The programme has a high degree of visibility (projects are widely reported in the media and are likely to be increasingly known as their activity extends) and in relation to its scale probably does more to promote a feeling of positive identification with the Community than any other action the Community finances.