

COMMISSION OF THE EUROPEAN COMMUNITIES

SEC(74) 5225 final

Brussels, 8 January 1975

Communication from the Commission to the Council
Programme of Pilot Schemes and Studies to combat
poverty drawn up in accordance with the Resolution
of the Council of 21 January 1974 concerning a
Social Action Programme

Communication from the Commission to the Council

Programme of Pilot Schemes and Studies to combat poverty drawn up in accordance with the Resolution of the Council of 21 January 1974 concerning a Social Action Programme.

Part I - Introduction

The Council, in its Resolution of 21 January 1974 concerning a Social Action Programme, selected nine measures to which they accorded a priority and they noted the Commission's undertaking to submit to the Council during 1974 the necessary proposals concerning these priorities. In the context of improving the living and working conditions of people in the Community one of these priorities was "The implementation, in cooperation with the Member States of specific measures to combat poverty by the preparation of pilot schemes." Furthermore it was decided that "the Commission would propose, before the end of 1974, a programme of pilot schemes to be launched in 1975/76".

In drawing up this programme, the Commission consulted with officials from the governments of the Member States and with representatives of independent social welfare organizations. A working party representative of a wide range of public and private organizations was formed which drew up a consultative document. This document was debated at a seminar convened in Brussels in June 1974 and reviewed by the government officials in September. It is the basis for the programme outlined in Part II of this Communication.

The Council's Resolution of 21 January 1974 and in particular the item concerning pilot schemes to combat poverty introduces a new element in the development of the Community. Since its foundation the Community has been successful in promoting the material prosperity of the vast majority of its people; its main concern has been with economic advance and its social policy focused mainly on individuals as workers or potential workers.

This attention to the promotion of general prosperity has however failed to meet the needs of certain sectors of the population. There remain vulnerable sectors where poverty is experienced by very many individuals at different stages in their lifetimes and a significant minority never escape from this condition. In these sectors contingencies such as loss of employment, loss of a parent, chronic physical or mental illness or simply old age commonly result in acute material distress such as to exclude those afflicted from the ordinary living patterns and activities of society.

Whilst the protection of such individuals and families is primarily the responsibility of the Member States themselves, the proposal to promote pilot projects demonstrates that the Community intends to play a role which, although limited in the resources involved, is potentially of great significance. A programme of pilot projects cannot itself abolish poverty, but it can serve to develop clearer perceptions of a complex problem and pioneer new techniques for tackling it, thus contributing to better informed and more effective policies for the future.

The particular advantage of a Community wide programme is that it can coordinate projects cross-nationally, so that experiences can be shared systematically and the fundamentals of common problems identified. In this way the action of the Member States working through the Community can be greater than the sum of their separate efforts and lead to a speedier resolution of this serious human and social problem.

The Council is asked to approve the programme set out in Part II of this Communication.

Part II - The programme

In order to assess objectively the merits of individual pilot schemes, what is first needed is a framework of reference setting out the most appropriate guidelines and criteria for the selection of the schemes that could qualify for its support. In the evolution of this programme the Commission was greatly assisted by the advice of its consultative group of experts and the following guidelines were prepared.

Objective

The objective is to stimulate schemes to combat poverty in the Member States by selecting a limited number of projects to be part-financed by the Community, which can identify the main causes of poverty and indicate effective action for its alleviation.

Definitions

A pilot scheme is a limited experimental project which tests out certain actions to explore their effectiveness in meeting the needs of persons in poverty.

A pilot study is a field study confined to a particular group or area which investigates the causes and extent of poverty.

Poverty is defined as a lack of command of resources (including cash incomes, material assets and publicly or privately organized services such as housing or education) so extreme that the individuals, families or categories of persons concerned are excluded from minimum acceptable ordinary living patterns, customs and activities.

This definition focuses the programme on material deprivation relative to the living patterns of the society under consideration.

Criteria for Selection of Schemes

The first criterion for Community support will be that the schemes chosen shall be of an innovatory nature whose results can be expected to have a significant impact on the evolution of policies at national and other levels.

Secondly, it is considered essential that all schemes sponsored by the Community should involve the active participation of the poverty group itself in the execution of the scheme and as far as possible in its planning.

Furthermore, the Commission will give priority to schemes having a particular Community interest. These will be schemes dealing with problems found in more than one Member State, or potentially common to two or more Member States. The Commission intends to sponsor one or more schemes on a cross-national (i.e. intra-Community) basis.

The Commission will also encourage schemes involving the multi-disciplinary endeavour of social scientists, social workers, psychologists and others.

Classification of Schemes

Whilst it is apparent that there are several methods of approach in the drawing up of pilot schemes, the Commission believes that attention should be focused on four possible approaches.

Type 1 is the area based approach, attempting the comprehensive regeneration of a particular poverty stricken or poverty-prone district. Examples of such schemes are numbers 1 to 5 in Part III of this document.

Type 2 focuses on a poverty stricken or poverty-prone category of persons (examples Nos 6 to 10, Part III).

Type 3 looks to the creation of specific new services for the poor (examples Nos. 11 and 12, Part III).

Type 4 is concerned with existing services for the population at large and seeks to make them more responsive to the needs of the poor. An example is scheme No. 13 in Part III and also the three welfare rights projects (Nos 15 to 17).

Alongside the pilot schemes it is felt desirable to promote a number of pilot studies as a basis for possible future schemes (example schemes Nos 18 to 20, Part III).

Provisions for Community Aid

Community participation will be limited to 50% of the actual cost of the project except in inexceptional cases.

An exceptional case would be a scheme which the Commission wishes to promote in different Member States for the purpose of intra-Community comparison, or for the support of an agency which had otherwise not yet attracted adequate outside resources.

Schemes adopted under this programme will be required to submit regular progress reports. The Commission will also elaborate appropriate systems for evaluating the results of pilot schemes and studies in consultation with the other agencies concerned in their operation. The information thus gathered will be used by the Commission for inter-scheme comparisons and for publication at its discretion. In this manner the analysis of the problems of poverty and policy alternatives will for the first time be given a European dimension.

Co-operation with Member States

Although no restriction is proposed on the type of agency, public or private, which may apply for financial assistance with pilot schemes or studies, nor is there to be any requirement that eligible schemes or studies should have financial support from the relevant national governments, the governments of the Member States will none the less have a positive role to play in all aspects of the programme. This is provided for as follows:

- all applications to the Commission for financial assistance with pilot schemes from agencies other than national governments shall also be sent to the Government of the Member State concerned. The Government shall have the opportunity to submit an opinion to the Commission before the Commission takes any action;
- all applications must include a plan of the scheme, its objectives, methods and timing, the person responsible for its operation, the provisions for participation by the population served, financing, provisions for research and evaluation, and any other useful information;
- no scheme sponsored by the Community will operate on the territory of a Member State without the national Government's approval;
- representatives of the national governments plus experts from other sectors will be consulted on all important questions arising from the operation of the programme, and in particular with the evaluation of the results of schemes and studies, and matters of co-operation and co-ordination between public and private bodies involved;
- the relevant national Government shall be informed of all financial assistance given or refused;
- regular information shall be submitted to the Council on all aspects of the progress of pilot schemes and studies.

./.

Part III - Implementation of Programme

Preliminary List of Schemes and Studies

The following is a list of schemes and studies which has been elaborated in the course of the consultations described in Part I. At this stage, many elements in this list must be tentative. It should be seen as a first statement of the schemes the Commission has in mind for support.

Schemes marked with an asterisk have been put forward or promoted by the relevant services of the national Government concerned; the others are schemes proposed during the consultation process by independent organizations and not yet formally supported by the national authorities. More detailed information on each scheme is contained in Annex II.

A - ACTION RESEARCH PROJECTS

- I. Projects directed mainly towards the comprehensive regeneration of poverty stricken or poverty-prone localities.
 1. Scheme of community development and social guidance in the Marolles quarter of Brussels.
 - 2.* Scheme of social aid for persons in extreme poverty in the Christianshavn quarter of Copenhagen.
 - 3.* Scheme of community development in selected areas in Ireland which experience high levels of social deprivation.
 4. Neighbourhood programme for youth and culture in the districts of Cureghem and Maelbeek in Brussels (Mouvement International A.T.D. Science et Service).
 - 5.* Fourth World Community development project in the "Heuvelkwartier" of Breda.

II. Projects directed mainly towards meeting the needs of specific poverty stricken or poverty-prone populations.

- 6.* After-care for socially handicapped persons who have been under rehabilitation treatment in Danish institutions.
- 7.* Amalgamation of eight local projects in the Ruhr to help the homeless and to form an association for more effective social aid.
- 8.* Design, planning and implementation of measures to assist persons without fixed abode in the Federal Republic of Germany.
- 9.* Survey of school population for "hard core" poverty and the development of programmes to assist under-privileged children in Luxembourg.
- 10.* Project in Paris with young children in socially handicapped families to promote their social development and prevent entry into foster care.

III. Projects directed mainly towards providing specific services for the needs of persons or families in or vulnerable to poverty.

- 11.* Establishment of family day care centres in two or three areas of high social deprivation in the United Kingdom.
12. Provision of special pre-school training for children in three sub-proletarian areas in France (Mouvement International A.T.D. Science et Service). This project seems to have the support of the French Government.

IV. Projects directed mainly towards adapting specific organizations to meet the needs of persons or families in or vulnerable to poverty in a more effective manner.

- 13.* Project to set up local service units in Italy which would standardize and rationalize the services available and encourage their utilization by persons in need.
- 14.* Project to assess the effectiveness of the Home Assistance Scheme in Ireland.

V. Projects with a special cross-national interest.

- 15.* Scheme based on analysis of poorer areas of Cologne to draw up demand-oriented models for social service authorities and to encourage wider use of services available.
- 16.* Scheme to increase knowledge, understanding and utilization of benefits and services available to needy individuals and families in selected areas in Ireland.
- 17.* Scheme to provide local welfare rights advice in areas of high social deprivation in the United Kingdom.

Other projects will also be matched cross-nationally.

B - PURE RESEARCH PROJECTS

18. Scheme to detect and evaluate poverty in an affluent society (Luxembourg).
19. Establishment of a "regional observatory" in Mulhouse, France, to monitor individuals, households and groups suffering social deprivation with a view to proposing remedial or preventive measures.
20. Comparative cross-national survey of poverty - Britain, France and Germany - by three research institutes to investigate the composition of the poverty groups and throw light on the operation of social services.

Further Projects

The Commission proposes to keep open the possibility of promoting further schemes, in accordance with the programme outlined in Part II. A schema for the submission of applications has been developed and is contained in Annex II.

Financial Means

The total expenditure envisaged for 1975 amounts to 2 500 000 u.a. which would provide support for some 20 to 25 projects. The expenditure envisaged for 1976 is 2 750 000 u.a. to cover the same number of projects (see attached explanatory note on finance).

Duration of Projects

All the schemes on this list have an anticipated duration of over two years. Community support is envisaged only to the end of 1976, after which alternative finance within the Member States will be necessary.

Evolution of Schemes

As with all experimental work the future development of these schemes and studies cannot be described in advance -- if this were possible there would be no need for the experiment. It is essential that these schemes should be free to evolve in the directions which appear promising within the framework set out in Part II.

SEC (74)

Brussels, 27 November 1974

Annexes I and II of the Communication from
the Commission to the Council relating to the
programme of pilot schemes and studies to
combat poverty

MODEL OUTLINE OF
PILOT SCHEME TO COMBAT POVERTY

I. Initiating Organization

- (a) Name
- (b) Address
- (c) Short description of legal status of organization, sources of finance, aims and activities
- (d) Name, address, telephone number and status of person immediately responsible for carrying out the project
- (e) Name and telephone number of person (if other than at (d) above) to be contacted in connection with the project

II. Short description of project, including objectives and justification

III. Technical Characteristics

- (a) General data on proposed method of operation
- (b) Description of group(s) of population to be assisted
- (c) Extent (if any) to which group(s) concerned will participate in the planning and/or operation of the project
- (d) Duration and Timing of project as envisaged at present
- (e) Method, Duration and Timing of evaluation of project
- (f) Names and addresses of other official and/or voluntary organizations (if any) with which a co-ordination of activities is envisaged in the operation of the project

IV. Financial Aspects of Pilot Scheme

- (a) Estimated total cost, including cost of research and evaluation
- (b) Annual cost of personnel, giving particulars of numbers, qualifications, duties and salaries
- (c) Other administrative costs, giving details of categories of expenditure
- (d) Estimated annual instalments of expenditure, indicating source:

Year	Local Authority	Regional Authority	National Authority	Independent Organization	EEC	Other (Specify)
1975						
1976						

- (e) Proposals for financial controls

V. Any other important data, in particular relevance of scheme to EEC

Signature:

Status :

Date :

BELGIUM

I. Initiating Organization: Le Comité Général d'Action des Marolles.

II. Short description of Project, including objectives and justification:

The aim of the project is to conserve and re-vitalize the historic character of the Quartier des Marolles in Brussels, by setting up a community development programme to

- help the population to formulate its requirements before, during and after renewal and rehousing;
- give the marginal population a better understanding of the structure of life in the city and of its own unique part in that structure;
- attempt to adjust the local economic situation to the requirements of a changing society.

The Quartier des Marolles covers an area of about 50 hectares and has a present population of about 15 000. Since the twelfth century this Quartier has received people from marginal areas and integrated poor and very poor people from other parts of the country and from abroad into an urban society.

Among the problems encountered are

- (a) the marginalization and poverty of a considerable percentage of the population (39% of families have a monthly income of less than Bfrs 7 500 and 73% of families less than Bfrs 15 000);
- (b) the "slumification" of housing: of a sample of 174 buildings, about 31% were unfit for habitation and incapable of being made habitable, about 41% were unfit for habitation but could be improved to an acceptable standard while only 28% were fit for habitation.

III. Technical Characteristics

A general action committee which has brought together several social bodies represents the interests of the population vis-à-vis the authorities. Four local teams (with about three organizers per team) will cover the whole Quartier under the supervision of a small co-ordinating team. Organizers who are specialists in a particular field will oversee that activity in the whole area. It is thought necessary to have one organizer per 1 000 population to make the scheme effective.

The participation of the population is regarded as an essential feature of the programme and this will be achieved by means of enquiries and meetings on a local and general basis. Close liaison will be maintained at all stages with the public authorities (local, provincial and State) and the development of the programme will be subject to continuous evaluation.

DENMARK

I. Initiating organization: Socieforskningsinstituttet and Kofod Skole - a private institution supported by the Government.

II. Short description of project including objectives and justification:

The project is directed to out-going social work with persons in extreme poverty. It will be carried out in Christianshavn, a district of Copenhagen which is traditionally a very mixed environment with relatively large toleration for minorities. These persons are of all ages, both sexes and many nationalities. Among the extreme poor there are about 4 000 homeless persons in Copenhagen at any time.

The project aims

- to locate the various groups of persons who are falling through the nets of the social assistance system or who are not able to utilize the aid provided;
- to describe the economic, social and psychological factors in the surrounding society which segregate certain groups of persons;
- to establish an offer of help having determined the best conditions and methods on which the offer should be established.

It is assumed that among the needy people only very small marginal groups do not already get help through the social security systems. It is unlikely, however, that an offer of help to these groups through the existing system could be carried out or would be accepted by many of those in need.

III. Technical Characteristics

The help is envisaged to be of a multi-faceted character with the following action elements:

1. Coverage of specific minimum needs (food, shelter, clothes, heating, furniture);
2. Motivation for change;
3. Social reintegration, medical care and occupational rehabilitation.

The help offer will be given by the use of a type of social pedagogics, which is characterized by the view that the help must be given on the client's own conditions and with his full participation in the organization and co-ordination of the help.

IRELAND

- I. Initiating Organization: Advisory Committee on Pilot Schemes to combat Poverty.
- II. Short description of Project including objectives and justification:

It is intended to establish four interrelated community action research programmes - two based in city areas and two in rural areas. Locations will be finally determined by preparatory research and evaluation.

The objective of the project is to establish and develop, in conjunction with the local community concerned, programmes of planned social action in four separate areas experiencing high levels of social deprivation - in order to examine and explore the ways and means of:

1. understanding and tackling the problems,
2. developing community participation at micro and macro levels, (e.g. from involvement at the neighbourhood level to the whole community level),
3. developing, in conjunction with the local community, experimental methods of planned action in an attempt to provide guidelines for future social and economic policy.

The justification for this action-research project is evidenced by the existence of high levels of social deprivation within certain regions of Ireland. While it is not envisaged that solutions can be found within the local communities selected to problems which are created by structures underpinned by the prevailing social and economic systems, it is felt that controlled experiments, in selected areas, can provide clear implications for future social and economic policy revision. This project will therefore not only attempt to alleviate the problems of certain groups within the communities concerned but will contribute to an increasing public awareness of the problems experienced, as well as assisting in the evolution of effective long-term policies directed towards the elimination of poverty.

III. Technical Characteristics

One action-research exploration unit will be established in each location.

Methods of operation will include:

- (i) preparatory evaluation of area selected;
- (ii) discussions with local people and agencies;
- (iii) discussions with Research and Government agencies;
- (iv) investigation of specific problems e.g. Housing, Employment, Education;
- (v) development of specific community organizations;
- (vi) dissemination of information about the area to the people (e.g. Booklets, Press, Radio, Community Paper).

It is envisaged that it will take up to one year to establish each project unit in its location and a further year to complete preparatory investigations and consultations.

A further three years will be required to enable development and evaluation to take place in order that findings can be reliably used to contribute to the formulation of national and regional policies.

The project will be carried out by four Project Teams and four Research Teams with the necessary administrative back-up.

BELGIUM

I. Initiating Organization: Mouvement International A.T.D. Science et Service,
Fédération Européenne d'A.T.D.

II. Short description of project, including objectives and justification:

Neighbourhood programme for youth and culture in the districts of Cureghem and Maelbeek in Brussels.

Within the grey areas of Brussels, the districts of "Cureghem" and "Maelbeek" have their particular history of pauperization. Certain sections have become the refuge of extremely poor, large families, of the totally destitute aged and of some of the poorest households of migrant workers. Overcrowding, low levels of education, high proportions of dependency on public assistance and delinquency go hand in hand. Existing institutions seem to try in vain to reach these "unreachable" poor.

The neighbourhood centre for youth and culture is intended to raise and strengthen the sense of self-esteem, to make available knowledge and experience of the general culture of the surrounding society, new means of developing independent thinking, self-expression and communication with the outside world. Planned as crossroads for intellectual and cultural development of the young, the centre makes considerable room for the parents, who must remain the chief educators of their children and be in a position to direct and follow their progress.

III. Technical Characteristics:

- Emphasis on the joy of reading and learning (library, but also books brought out into the streets, reading in the market place, in courtyards and tenement-houses).
- Respect for the people's own thinking, experience and history; original means of rational and artistic self-expression: newspaper, dramatic art, painting.
- Broadening of social and geographic boundaries; excursions, travel, summercamps.
- Co-operation with all institutions and services concerned, particularly with the schools.
- Systematic programming, reporting and evaluation.
- Permanent training of team; its cooperation with research.

THE NETHERLANDS

I. Initiating Organization: Mouvement A.T.D. (The Netherlands)

This project seems to have the support of the relevant services of the Dutch Government.

II. Short description of the project, including objectives and justification:

Fourth World Community Development in the "Heuvelkwartier" of Breda.

Parts of a generally underprivileged low-rent housing area of some 20 000 inhabitants are gradually falling into extreme poverty. The proportions of unskilled, underemployed and unemployed workers are rising, while the gap is widening between their poverty-stricken households and less deprived working-class families. Similar phenomena of economic, social, cultural and geographic demarcation of a "Fourth World", left behind by the working-classes and society at large, are in evidence all over Western Europe. The Breda project should illustrate new possibilities and methods of preventing such exclusion.

III. Technical Characteristics:

- A team of social and cultural workers sharing the living conditions of the poverty-area.
- New methods of community action giving priority to the poorest of the poor.
- Emphasis on cultural development and self-expression, widening of social and geographic boundaries and range of interests.
- Opening up of new channels leading towards institutions, services, community groups, trade unions which should normally be concerned with the area's welfare; intensive cooperation with all.
- Importance of proper planning, reporting and evaluation.
- Permanent training of team and its cooperation with research (daily observation reports, etc.).

The project would offer openings for comparing methods and results with those of other projects carried out elsewhere within the Community.

DENMARK

I. Initiating Organization: Socialforskningsinstituttet and Kofoeds Skole - a private institution supported by the Government

II. Short description of project, including objectives and justification:

The scheme is directed to after-care for socially handicapped persons who have been under rehabilitation. Although help to extremely poor and deviating persons has shown many positive effects as stopping advanced social deroute and training the working capacity to a competitive level, experience has shown that the integration in the surrounding society is often not successful.

The unsuccessful cases for rehabilitation of socially handicapped can be grouped in the following way:

- a) those who are not able to break the contact with rehabilitation institutions;
- b) those for whom rehabilitation "succeeds", but who stay at a low economic and social level;
- c) those who, after many repeated efforts of rehabilitation, each time encounter new breakdowns.

The project aims

1. to locate groups who cannot manage the passage from institution to normal life;
2. to investigate whether there are factors in the institutions which "keep" the client;
3. to clarify whether there are factors in the surrounding society which lead to a refusal of the client;
4. to establish on this basis services offering continuing accessibility for aid to socially handicapped persons who have been under rehabilitation;
5. to describe the experiment and, if possible, evaluate its results.

III. Technical Characteristics:

The project will be of a multi-faceted character with the following action elements

- a) placement and housing services with possibilities for selective placement;
- b) extended home help services ranging from home visiting to facilities for repair and maintenance of dwellings and furniture;
- c) mobile guidance offices with social and medical advice and aid;
- d) educational and recreational services.

GERMANY

I. Initiating Organization: Verein für soziale Heimstätten
(Association for workmen's homes), Stuttgart, in
conjunction with the University of Tübingen.

II. Short description of project, including objectives and justification:

The project is directed to assistance of persons without fixed abode. There are about 100 000 persons in Germany who have no fixed abode. Previous attempts to reintegrate them in society were all unsuccessful and for that reason many institutions confined themselves to temporary treatment. According to the newest findings effective assistance is possible only if the psychosyndrome under which such persons suffer is treated. The previous form of aid for these people was only directed to care. Now it has to be completed by methods of diagnostics, therapy and prophylaxis.

III. Technical Characteristics:

The project is regarded as multi-disciplinary. People from professions like medicine, psychology, sociology, pedagogics, social work, law and mathematics will synchronize their work as far as possible.

The project is to be carried out in the following stages:

1. Inquiry among the target group on expectations and set of norms.
2. Sociological analysis of the relevant area.
3. Assessment of the therapeutic aim and of the aim of rehabilitation.
4. Investigation of the outward form and origins of the syndrome in the context of social environment.
5. Development and testing of therapeutic methods.
6. Design, planning and implementation of rehabilitation measures.

~~CONFIDENTIAL~~

I. Initiating Organization: Institut Pédagogique de Luxembourg.

This project has the full support of the Government of Luxembourg.

II. Short description of the project, including objectives and justification:

Survey of chronic poverty on the basis of schooling and the educational system, and development of underprivileged children.

To undertake, on the basis of schooling and the educational system

- a) a survey of chronic or "hard-core" poverty
- b) development programmes for the benefit of underprivileged children.

Without being able to reach everyone among the poorest section of the population or all of the factors giving rise to poverty, one can

- reach the children (for preventive long-term assistance) and their families (aid of a more general nature), and
- have access to a certain number of the processes in the reproductive cycle of poverty.

This approach could be of some interest to a country which has full employment, small and medium-sized towns, no slums or poor dwellings, where chronic poverty is more diffuse and less visible.

III. Technical Characteristics:

The project is in actual fact a composite: there is a sub-project for each of the critical areas listed. The sub-projects do however have some points in common:

1. in terms of the families and the children concerned, namely the poorest: in the cases of these families there is a strong probability that one or more of their children will be in classes for backward children and/or in the last school year (i.e. without any prospect of further education) and/or in an institution, etc.;
2. in terms of the institution involved in the working out and implementation of the programmes. In Luxembourg a single institution (the "Institut Pédagogique") is responsible for training
 - teachers in primary and special schools, and final-year and preschool classes,
 - social advisers,
 - refresher courses for teachers and advisers.

This situation should allow some kind of standardization which might be more difficult to achieve in a different sector.

It will be possible to supplement the basic teams (teachers and advisers) by psychologists and sociologists (from the "Institut Pédagogique") and social assistants.

The psycho-pedagogic department of the institute will also be able to follow and assess the work.

FRANCE

I. Initiating Organization: Ministère de la Santé Publique.

II. Short description of project, including objectives and justification:

A programme to combat poverty in Paris within the framework of the EEC Programme.

The programme is directed towards breaking the poverty cycle for certain socially handicapped families in the Paris area. The scheme is concerned with families having a child or children under three years of age and, as an essential first step, aims to give these children a new sound basis for development by providing for their care and upbringing in such a way that the education and development of both the children and their family groups may proceed simultaneously.

For France, socially handicapped families with young children constitute an important problem, since there are about 75 000 children either being maintained in institutions or boarded out with families owing to parental difficulties. More than half these children are of pre-school age. Almost inevitably, the breakdown of normal family relations involves both the child and the family in a process of social maladjustment.

III. Technical Characteristics:

The scheme is based on a policy deriving from:

- certain studies and a collection of researches undertaken by La Caisse Nationale d'Allocations Familiales on behalf of socially handicapped families;
- an action-research on the rational organization of methods of looking after young children which is being conducted at present (in the 15th Arrondissement of Paris) with the collaboration of CNAF, the Ministry of Public Health and Social Security, the National Institute of Health and Medical Research, under the scientific direction of Dr Michel Soule, Medical Chief of the Centre of Psychological and Social Orientation specializing in dealing with families which are "problem cases".

It is a "characteristic" of isolated small-income families that they experience special difficulties in looking after a young child and are often forced to the conclusion that there is no alternative to placing the child under foster care through L'aide Sociale à l'Enfance. The pilot scheme, therefore, proposes to put into effect a whole range of actions taking account of the characteristics of these families.

The pilot scheme will coordinate the activities of social workers, a research team and an action group which is particularly well qualified as regards these "problem cases".

The pilot scheme deals with a problem which is common to a special group of socially handicapped people which may be found in many large towns and cities throughout the Community. It is hoped therefore that the information derived from the scheme may help to inform future social policy at both national and Community levels.

UNITED KINGDOM

I. Initiating Organization: Department of Health and Social Security.

II. Short description of project, including objectives and justification:

The project aims at establishing experimental family centres in two or three neighbourhoods characterized by a high degree of social and/or environmental deprivation, whether inner city areas or areas of redevelopment where, despite improved housing conditions, problems of poverty and deprivation persist.

The centres would be designed to be focal points for providing, or enlisting, services to meet the needs of young children and their families. The innovatory aspect of the proposal is that the project would be mounted by local authorities with the deliberate object of focusing the services provided by their different departments and by other authorities or voluntary organizations in combined action to support particular groups of disadvantaged families; the activities based upon the centre would not stop at departmental boundaries but would seek to cover the range of needs of members of these families.

III. Technical Characteristics

Activities of the centres would be

1. Day-care for children under school-age.
2. Playgroup facilities.
3. Mothers' groups with provision of cooking and laundry facilities.
4. Informal educational activities and advice on where to get advice.
5. Assistance for immigrants (language tuition, pre-work training).
6. Recreation and leisure activities.

FRANCE

I. Initiating Organization: Mouvement International A.T.D., Science et Service
Fédération Européenne d'A.T.D.

II. Short description of project, including objectives and justification:

The importance of pre-schooling in the fight against poverty does not need to be stressed anymore. Experiments in various forms have been carried out in all of the countries of the Community (nursery classes, kindergartens, nurseries, crèches). A tragic gap still needs to be filled. The programmes which effectively help to develop children do not reach the poorest children. The few projects which are designed specifically for the latter are rarely based on knowledge and pedagogic research. Several million sub-proletarian children throughout the Community are virtually unknown, and they do not have nursery schools which meet their requirements.

The purpose of the "Science et Service" pre-school programme is to remedy this situation. Experimental classes organized up to now have provided a deeper insight into the most underprivileged children and the means and methods of adjusted pedagogy. The various aspects need to be brought together in a pilot scheme whose results could be controlled over a long period of time.

By instituting such a pilot scheme, the Community will not only rescue the children of its own "Fourth World" from their ancestral ignorance and poverty. The experience gained will also be important for the most underprivileged children outside the Community.

III. Technical Characteristics:

The following factors have been taken into account in devising the scheme:

- previously unknown information on early childhood among the most underprivileged has been acquired by a private organization,
- a team of professional volunteers is living in the same conditions as the most underprivileged,
- the extended scope of activities: apart from classes, there are to be a child-care service, pediatrics, a speech therapist and a psychologist,
- an original type of pedagogy, which was developed in sub-proletarian society, is to take into consideration the children's personality as a whole rather than to try to take into consideration certain defects (e.g. motor function, language, etc.),
- pedagogy which is to take the parents and the society as a whole into consideration: the mothers are to be trained at the same time as the children, but the society as a whole is to participate (meetings, films, press, public discussion). The parents will know that their role of educator is respected, and they will be called on to be responsible for their children's right to adequate schooling,
- the importance of programming and systematic assessment of results,
- continued training for the teams involved in the project.

ITALY

I. Initiating Organization: Ministero degli Interni

II. Short description of project, including objectives and justification:

The setting-up of local social service units is an experiment which meets the needs for a reorganization of these services and of the arrangements for paying out benefits. This need is deeply felt in Italy both by decision-makers and administrators and by the persons receiving the benefits. The essential purpose of the local units will be the standardization and rational management of actions which up to now were carried out disjointedly, approximately and almost spasmodically.

This project is to make it possible, with regard to the establishment by law of this system and its implementation in general throughout the country, to define the nature and functions of an organization which is to be efficient on the local level not only as regards the quality and quantity of the benefits, but also in its ability to reach sections of the population which, as a result of distrust, insufficient information or any other reason, did not request such assistance.

III. Technical Characteristics:

The project is to be implemented on the basis of the local unit, already referred to above, supported by the AAI *) which is the administration designated by the technical secretariat of the project. This body should consist of ten to fifteen persons representing the region, province or local community concerned, private organizations, trade unions and local associations (citizens' committees, parish councils). Besides its administrative tasks this body will carry out research and studies with the assistance of experts.

A controlling and coordinating committee of eight to ten members is to supervise the action (compliance with the aims laid down, direct control by on-the-spot checks and on the basis of regular information); this committee would also be responsible for liaison with the Commission of the European Communities and the Government. This committee is also to formulate procedures for cooperation (which have yet to be devised) between central and local authorities, between the authorities and the private sector with the direct participation of the research staff concerned and of the workers, who would be represented by their trade unions.

*) Amministrazione per le Attività assistenziali e gli Aiuti Internazionali.

IRELAND

I. Initiating Organization: Advisory Committee on Pilot Schemes to combat Poverty.

II. Short description of project, including objectives and justification:

This project aims at direct intervention among families and individuals living in poverty who are in receipt of Home Assistance - the lowest level of social assistance available in Ireland - with the two following major objectives in view:

1. To assess the effectiveness of the reformed Home Assistance scheme and to suggest ways in which further improvements could be brought about.
2. To ascertain, through experimentation, the best methods of providing for the total needs of Home Assistance recipients with a view to ending the cycle of poverty experienced by such persons.

III. Technical Characteristics:

Objective 1:

The project areas will consist of one urban (or largely urban) and one rural Assistance Officer functional area in each of two counties. The counties chosen for the project would be characterized by high and low levels of Home Assistance payments respectively.

The methods of operation will include

- (i) a detailed analysis of the case records of those receiving Home Assistance in the project areas on a particular date;
- (ii) a survey of a sample of Home Assistance recipients which will, it is hoped, provide a detailed picture of the circumstances of those in receipt of Home Assistance under the existing scheme. The survey will be repeated in the final year of the overall project at which time the reformed Home Assistance scheme will have been in operation for some time. A comparison of data collected in the two surveys will enable conclusions to be drawn as to the effectiveness of the reform measures.

Objective 2:

The areas selected for this part of the project will be different to those selected for the first part but will be in the same counties.

The methods of operation will include

- (i) a survey identical to that carried out in connection with the first part of the project;
- (ii) work would then proceed along a number of lines
 - categorization of problems,
 - information and help in obtaining available services,
 - identification of proximate causes of problems - illness, unemployment, etc.

Cases would be discussed by the project team with appropriate specialist personnel such as public health nurses, psychiatrists, officials of National Manpower Service, etc.

Information would then be used

- to provide a working basis at local level,
- to feed-back to the policy committee at national level.

The team would have a close and defined working relationship with national and regional statutory bodies and with local voluntary bodies,

- (iii) in the final year of the project period the survey at (i) ante would be repeated and an assessment made of the progress that had been achieved.

The project would have one leader assigned to each objective, 4 local Research Units, a full-time Research Officer and back-up staff.

1. 7. 1

GERMANY

I. Initiating Organization: Institut für Sozialforschung und Gesellschaftspolitik
(Institute for sociological research and social policy
[registered society]).

II. Short description of the project, including objectives and justification:

Welfare Rights Advice and Structural Analysis of Poverty and Methods of combatting it.

This project is directed towards drawing-up demand-orientated models for social service authorities and social work. It is being carried out in Cologne, in two different areas of the city - one of long standing, the other newly built - with a predominantly poor population. So far, traditionally organized social services have been provided. As they have not proved successful, new working and administrative methods are to be introduced and tested for the social services.

The aim of the survey is

- 1) to improve the knowledge of the people concerned of the rights they have got but not used;
- 2) to prepare the Social Welfare Services to cope with the expected increased demand for social security benefits;
- 3) to investigate the possibility of making people independent of social assistance.

Experimental sociological research and practical social welfare experience provide many indications that there are a considerable number of persons eligible for social assistance who do not claim the material and personal aid which they are entitled to by law. In addition, there are grounds for supposing that the demand for social welfare benefits and consequently the burden on the social services will increase within the next few years.

As the real motive of granting social assistance is to enable a person to help himself and thereby to become independent of any public assistance, efforts have to be made to integrate or reintegrate people into the working process and into society and to improve their living standard. Therefore it seems to be of vital importance not only to provide the people in need with money but to enable them to understand their position and to provide for counselling in order to give them new chances in life.

III. Technical Characteristics:

The scheme is to be carried out by a multiprofessional team consisting of social politicians, sociologists, socialpsychologists, psychotherapists, social workers and teachers.

The methods envisaged are

- a continuous welfare investigation,
- group work with chosen categories of clients,
- analysis of working processes and forms or organizations in the social services,
- drawing-up of demand-orientated models for the Social Services and social work.

IRELAND

I. Initiating Organization: Advisory Committee on Pilot Schemes to combat Poverty

II. Short description of project, including objectives and justifications

It is proposed that a Welfare Rights Project be initiated in Ireland as its first Pilot Scheme in the overall programme. This project will be brought into operation without delay in a number of locations.

There is considerable evidence that many people living on low incomes do not obtain all of their entitlements and that they often lack the necessary information and know-how to deal effectively with the complex welfare system.

The objectives of the project will be, through a number of interlinked action/research units

1. To examine the ways and means of ensuring the full receipt of statutory welfare benefits to which people are entitled.
2. To evaluate the effectiveness of the present system of statutory welfare benefits as a means of preventing financial poverty and of providing an adequate income.

The results arising out of the two objective elements will contribute to a better informed discussion on the means used and needed to prevent, alleviate and end financial poverty and its consequences in Ireland.

III. Technical Characteristics

Five action/research units will be established in the following areas: one each in Dublin and in two other urban centres, to be selected; two in rural areas, to be selected.

Overall management of the units will be provided by a central management group and further operations to be developed, outside the five unit areas, will include a national publicity campaign and weekly television and radio programmes devoted to explaining, discussing and providing information about statutory welfare benefits.

It is intended to promote the maximum amount of participation from local people and agencies (voluntary and statutory).

The method of setting up an action/research unit will be by initiating contact with local people and agencies as part of the planning and operation of the unit.

It is envisaged that through such an approach the resulting structure will enable local people and organizations to continue to develop the service after the completion of the project period.

A programme for evaluation will be established and reports made on a regular basis.

A parallel research operation will be undertaken through a National Research Agency experienced in research into problems of social deprivation.

This is a scheme with a fundamentalist approach to the system of Welfare Rights and hopefully will be part of a cross-national project. Implications from these projects will provide major policy profiles for the EEC.

UNITED KINGDOM

I. Initiating Organization: Department of Health and Social Security.

II. Short description of Project, including objectives and justification:

Welfare Rights Advice.

The aims would be:

- a) to increase knowledge and understanding of the insurance, supplementary and other benefits, and the complementary social services available;
- b) to identify and advise people in need who may be qualified to claim benefits or seek services which they are not receiving;
- c) to investigate factors associated with failure to take up benefits (e.g. mobility, illiteracy, stigma);
- d) to compare the impact of different techniques (e.g. advice centres and visiting registers; verbal and written information; national and local publicity) and of different settings (in statutory or voluntary agency or self-help group);
- e) to study attitudes of consumers to the level, scope and delivery of benefits and services.

III. Technical Characteristics

Local welfare rights advice projects would be established in areas of high social deprivation and central machinery established to provide backing for these projects and advice to other organizations engaged in similar work. Local projects, which might be undertaken by statutory authorities or by national or local voluntary bodies, would be based on information shops or stalls set up in easily accessible sites in urban or rural areas (or perhaps on a programme of door-to-door visiting in particular areas). At the shops or stalls the object would be to provide as informal as possible a setting in which callers might feel able to discuss any questions or difficulties they had. Welfare rights and advice courses could be mounted for social workers and others to whom potential and actual recipients of benefits or services are likely to look for advice. Central machinery would provide backing for local projects and a channel for interchange of information between them and for drawing together the findings resulting from them. Both locally and centrally part-time specialist advisers would be recruited to support the full-time staff, and close liaison would be sought with authorities and organizations providing benefits and complementary services.

It will not be possible to measure the impact of the project by any straightforward count of take-up. Records of advice given, observation of more widespread understanding of benefit provisions, and selected case-studies will provide a basis, albeit to some extent subjective, for comparative assessment of techniques and settings. Records of problems presented and reactions to advice will provide evidence of consumers' attitudes.

LUXEMBOURG

The scheme concerns the establishment of a "regional observatory" in Luxembourg in order to detect and evaluate poverty in an affluent society.

It will follow the same lines as scheme B. 19.

FRANCE

I. Initiating Organization: Institut de Recherches et de Formation aux Relations Humaines, A.T.D. Science et Service

II. Short description of project, including objectives and justification

Regional Observatory for Poverty and the measures taken to fight against it (Mulhouse, Haut Rhin, France).

Without an established methodology and adequate statistical data it is impossible to identify and quantify the number of people who fall prey to poverty in the countries of the European Communities.

In 1973 the Commission of the European Communities agreed to contribute to the financing of a methodological research project undertaken by the Fédération Européenne d'Aide à Toute Détresse through its Research Institute at Pierrelaye (France). This research led to a first report entitled "methodological pointers for an evaluation of the Fourth World" which was sent to the Commission in November 1973.

The project continues in 1974.

The results obtained so far, which it is proposed to publish before the end of 1974, lead one to foresee the creation of a regional observatory which would have as its objectives:

- the development of methods for identifying and quantifying the most underprivileged,
- the provision of a better understanding of their position, of the factors which led to it and of the remedies and recommendations which can be made,
- the disclosure of the evolution of the numbers of underprivileged and of the changing characteristics of their position, by means of periodic "stills" and permanent observation.

The observatory could thus become a privileged centre for reflection upon the methods of action to be undertaken.

It is hoped, moreover, that similar observatories may be created in other countries to enable the findings to be developed more quickly using exchange and comparative channels.

Meanwhile the observatory will ensure the collection of information necessary for the identification and evaluation of the Fourth World in a "département" (county).

This implies that

- there will be an appropriate documentation centre,
- there will be a regular updating of the information available,
- there will be a progressive improvement in the choice of the explanatory variables of local poverty, leading to new sectional investigations and/or to the elaboration of more detailed and more pertinent problems.

A period of three years, for setting up and for experimentation, should enable the observatory to be integrated into the surrounding area in such a way as to enable its financing to be undertaken, jointly, by the French central Government and the relevant local authorities.

UNITED KINGDOM, FRANCE AND GERMANY

I. Initiating Organization: Institute of Community Studies (London).

II. Short description of the project, including objectives and justification:

"Comparative cross-national survey of poverty in Britain, France and Germany to investigate the composition of the poverty groups and throw light on the operation of social services".

The Institute of Community Studies has already made a pilot study in 1974 in Dortmund and London. On the basis of the results of this study this Institute (in conjunction with the Institut für Angewandte Sozialwissenschaft in Bonn and the Centre d'Etudes des Mouvements sociaux in Paris) is seeking support for a comparative cross-national survey in three Common Market countries to discover how much poverty there is and how the composition of the different groups in poverty throws light on the working of the social services in these three countries. The cost will be £ 30 000 in 1975 and in 1976, when full national surveys will be made, £ 150 000.