

THE EDUCATION OF VOLUNTEER WORKERS

BY LUCY J. CHAMBERLAIN

SUPPOSE that members of boards of directors of social work agencies had to take training for their jobs? What would happen to the field of professional social work? Is it not reasonable to believe that new impetus would be given to the movement to employ the best types of professional social workers and that as a result standards would be rapidly improved? The Brooklyn Section of the Council of Jewish Women has at the end of a self-study of its own activities recommended "special training for committee members and members of the Board of Directors."

The experiences which led up to this decision are interesting. The volunteer "case workers" of the Council found themselves in constant conflict with the community agencies employing professional social workers. The volunteer workers had good intentions. They tried hard "to cooperate." They did as well as they could with their limited experience but they were continually in trouble.

Some years ago the Brooklyn Section of the Council became affiliated with the Federation of Jewish Charities. At that time, the Council women were interested in four projects. They administered a Council Home for delinquent girls committed by the Juvenile Courts of Brooklyn and New York City, a department of Immigrant Aid, a department of Immigrant Education, and a division of Big Sister work. These four activities were under paid leadership, although with one or two exceptions the workers did not qualify as profes-

sional social workers. In addition to this four-fold program, the Council conducted a program of religious and communal activities.

After a number of years, it seemed to the women that the Federation questioned the necessity of certain of their activities. They interpreted the Federation's attitude to mean that its board was much more interested in an agency that actually "gave money to the poor." Evidently it was not in sympathy with the Immigrant Education work, one of the most important of the activities of the Council. The Immigrant Education work was directed by a paid worker, a very capable woman who had organized a total of seventeen hundred Jewish immigrant women into seventy-one classes for which the Board of Education supplied teachers. The Board of Education in testifying to the need for this work, pointed out that in Brooklyn where one hundred thousand illiterate adults live, there were only eighty-one such classes altogether, the Council being responsible for most of them. The women believed that the education of the immigrant made less case work necessary in the long run, but the Federation did not know whether it had the right to raise a budget for this work under the classification of social work. The Council women believed that the Federation questioned also its Immigrant Aid work which consisted of such friendly services to immigrants as helping to enroll children in the public schools, finding jobs, arranging for naturalization, giving advice about clinics and recreation

centers, getting the mothers and fathers into English classes and otherwise helping these people to adjust to American life. No relief was needed in the majority of these immigrant families and the Council felt that the Federation men did not fully understand why they should give money toward the salaries of the three case workers who were working with immigrant families above the poverty line. The Immigrant Aid department also looked after much more complicated cases known as bonded, international, special immigration and war orphan cases. The three department workers did the family case work with these families and individuals but gave no relief, cases where relief was needed being referred to the United Jewish Aid Society, the case work agency in the Borough. The three workers of the Immigrant Aid department carried a monthly load of about six hundred cases.

The Council Home for delinquent girls the Federation did not question. The building and property upon which the Home is located, was left to the Federation as a memorial and the Federation of its own accord, turned this Home over to the Council to be administered by it as a training school for delinquent girls committed by the Juvenile Court. The Federation found that the Big Sister work being done by the Council was duplicated by two other local agencies and though the Council placed the first Jewish Big Sister in the Brooklyn Juvenile Court, the Federation was responsible for taking the control of the work away from the Council and combining it with the two other existing agencies engaged in similar work. The three agencies thus consolidated

gave four members each to form the board of directors of the organization thus created and each agency agreed to contribute one-third of the budget and to furnish volunteers. It is easy to understand why some of the Council members were sorry to share the control of this work, as it is always hard for an organization to relinquish a piece of work which it has created.

The Council women feeling that the Federation was partial to agencies engaged in family case work and relief giving, pondered ways and means of making their program appeal to its Board. Consequently they recruited a number of earnest conscientious workers, women of means, whose homes had been efficiently organized to permit greater leisure, women who longed to help make Brooklyn a better community to live in, and women who wanted the opportunity to live less for themselves and more to be of service to others less fortunate. These women were organized into a number of so-called "case work" committees, entitled the Committee on Blind, the Committee on Crippled, the Committee on Deaf and Mental Defectives. The next step was to get their "cases" to work on. They went to the Board of Education and secured lists of the classes of deaf, crippled, and blind children as well as a list of the schools for ungraded children. Next they went to the principals of the ungraded schools and the principals of the schools where special classes for the handicapped were in session. They asked that cases of need among these handicapped children be referred to them for attention. The teachers and principals came to know these women and often when children of the Jewish faith needed

attention, they were referred to the Council, and the Council women spent hours taking them to clinics and social work agencies.

Then some of the Federation men talked duplication of effort and some of the professional social workers of neighborhood agencies began stressing the importance of training. The Council answered Federation by saying that the two Jewish case work agencies in Brooklyn were carrying more of a case load than their workers could handle and that the professional agencies were handicapped by lack of sufficient budgets. The women partially admitted the importance of training and secured straightway a social worker, a graduate of an accepted school of social work. She was asked to devote an hour a week to lectures and an hour a week to discussing their "cases" with them.

II

The social worker as a first step, interviewed one or two leaders among Jewish social workers in Brooklyn. From these social workers, she gained a picture of the community and the causes that were producing irritation between the Council women and the professional social workers. She learned that there was decided criticism of the Council because most of its social work was being done by workers whose educational background and training did not qualify them for the work. She learned also that the volunteer case work of the Council women was unpopular with most of the professional agencies. Specific questions brought out a number of mistakes being made by the Council and also brought out the attitude on the part of some of the pro-

fessional case workers that the volunteers' services amounted to nil. With these facts in mind, the social worker began her course of lectures and discussions. The first lecture traced the development of social work from the days when alms were given to the poor by the churches and synagogues up to the present day, showing how social work gradually came to be a profession which must be administered by professional social workers. The second lecture gave the history of the development of Jewish philanthropy in the United States. Following these historical lectures, the instructor had the women bring in their cases for discussion.

The course was of three months duration. At the beginning of the course, the women had anticipated being competent at the end of it to do "case work" and to be able to answer the accusations that they were untrained. Thirty of them, among whom were quite a number of college graduates, took the course and the instructor was usually detained an hour longer than she had agreed to stay. The women began to understand such terms as "insufficient investigation," "duplication of effort," "clearing cases through the social service exchange," "need for systematic follow-up work," etc.

Early in the course, the instructor detected an attitude on the part of some of the women that they were "doing good to their clients." The instructor tried to create the feeling that practically the only difference between their own family problems and those of the people they were trying to help, was that the Council women were on a better economic

status. The women had been "butting in" on some family situations where they were not welcome and could not understand the attitude of "ingratitude." The instructor suggested that people usually like to manage their own family situations until they have to ask for help and then they like to select the people they want to help them. The women saw this point, but it was something they had not before considered.

The instructor also attempted to give them a better understanding of the functions of various Brooklyn social work agencies with which they were in conflict and to suggest social workers to whom they might take their "cases" for supervision.

When the course came to an end the women who had attended class regularly and had conscientiously tried to discover the weaknesses of volunteers in case work were in a perturbed frame of mind. Instead of being "trained case workers" they felt more inadequate than before to attempt the work. True, they had a better understanding of case work, but this better understanding made them feel more humble than before they acquired the knowledge and most of them were afraid to stumble on unsupervised. Early in the course, a member of the class came to the instructor and said that one lady in the class had declared she would not do any more "case work." The member reporting the incident thought it a pity that this woman's contribution to community work should be lost and asked the instructor whether she thought it well to destroy the women's confidence in themselves. She was somewhat shocked when the instructor replied that she thought this lack

of confidence indicated a very healthy state of mind.

One of the most disconcerting things about the course was that the instructor insisted it was only a background course and could not possibly give more than an insight into case work. The women were surprised to find that leading social workers consider that it takes four years of college work, two years of training in a professional school of social work and a good deal of practical experience to adequately equip a professional case worker. The instructor helped them to see this by carefully outlining in detail, the equipment necessary for the professional worker. It was also a surprise to the women to find that even in schools of social work a very earnest effort was being made to recruit men and women who not only fulfilled the requirements for entrance, but who also had personality, tact, and good judgment. They had never thought of this and were interested to know that schools of social work made every effort to weed out student case workers who could not deal tactfully and sympathetically with their clients. They had recruited volunteer case workers without giving any consideration to emotional make up, personality, and educational qualifications. They seemed fully to understand that certain women among them would not make good case workers because they lacked the necessary qualifications; yet they admitted that they had urged all types to become members of their case work committees.

The first hour of each class period was devoted to the discussion of a case record of a community or a case record of an individual. The records

were pieces of work that had been done by professionals. Following this one or two members of the class had to present records of their "case work" and soon by contrast the women began to see the difference. Yet these women, while admitting they were disqualified, still urged that they be allowed to do some part of the case work job. The instructor advised that those who were really in earnest and could conscientiously give the time should be willing to train for the work. She suggested that those women take regular courses in a school of social work if they had the necessary qualifications for admission, but she also made it perfectly plain that so long as they were doing case work on a volunteer basis, it would be necessary for them to work under the supervision of professional social workers who could take over their cases at any time they had to drop out for such reasons as having a baby, taking a summer vacation, or having illness in their own families.

III.

In April of this year, this course of lectures came to an end and just about that time one especially anxious member of the Board of Directors suggested that it seemed to her that the Council's position in relation to the Federation and the professional social workers of Brooklyn was somewhat insecure. She reminded the Council that it had been in existence in Brooklyn for thirty-eight years and was one of the first organizations to engage in social work activities in the Borough. The women discussed their predicament long and earnestly. Many of the women who had just taken the course under the profes-

sional social worker, felt there was possibly some justification in the attitude of the professional social workers and of certain of the Federation leaders. These women were confident that something had to be done to dissolve the volunteer case work committees and to bring in a better type of professional social worker. On the Board there was a young college woman who had taken a few courses in a school of social work and had a year's experience in social work. She suggested that a social worker be employed to make a survey of its activities. Some of the women urged this survey as a means of justifying their existence to the Federation. Another group of the women thought that the type of work they were doing was not up to standard and that the survey would be a means of discontinuing some of it and improving the rest of it. A small group felt that the Council's work was all right just as it was and a survey was not needed. The first two groups combined and out-voted those who thought the Council was all right as it was.

The young woman who had some training in social work was appointed as chairman of a committee to secure a professional social worker to make the survey. She combined on her committee the leaders of the two different groups within the Council. These women went to the instructor who had been giving the course and asked her to undertake the direction of the survey.

The social worker met the Board of Directors a week later. Of the Board of thirty-five members, about twenty-five were present. She explained the idea of calling the survey an analytical study, making it a self-study

rather than a formal survey. She argued that if they studied themselves and their work under her leadership she believed that they would be capable of making their own recommendations and would arrive at just about the same conclusions as those she would arrive at single-handed. The women doubted their ability to look critically at their own work, but encouraged by the reassurances of the social worker, they finally agreed to make the study themselves having the social worker act as director of the study and discussion leader. The social worker promised to give them always as nearly as possible the correct modern standards and to let them contrast their own methods with the right ones to see wherein they were lacking.

The social worker then suggested that a study committee be appointed and that the young woman who had acted as the chairman of the committee to secure a director for the survey, be permitted to remain as Chairman of the Study Committee and that the Chairman together with the President be allowed to pick a small fact-finding committee composed of the leaders of all conflicting groups.

A few days after the Board meeting the choice of members for the Study Committee was completed. The nine women, all chosen because they were leaders or key people in the situation, accepted their appointments seriously and a week later met with the social worker at a luncheon conference. They discussed and approved questionnaires prepared in advance by the social worker and three student assistants. The committee decided to study the activities of the Com-

mittees on Crippled, Blind, Deaf and Mental Defectives, Religion and Communal affairs, carried on entirely by volunteers; and the work of the Committees on Immigrant Aid, Immigrant Education, Big Sister, and Unmarried Mothers, and the work of the board of managers of the Council Home, all under the direction of paid workers. This array of activities suggested to the social worker's mind, a council of social agencies but when she laughingly tried to tease the Council women about the number of activities they engaged in they told her that the wide choice of interests offered, accounted for the large number of volunteer workers they had enrolled.

It was suggested that the Study Committee call three meetings of each of the above described committees with the following objectives in view:

1. The study or fact-finding committee would first meet with each committee listening to but not participating in the discussions of the committee members. These group discussions would give them an idea of the scope of the work covered by the committees.

2. At the second series of meetings the fact-finding committee would have the committee members fill out questionnaires, after which the professional director would lead a discussion based on the answers to the questions. There were three sets of questionnaires for each committee—one for the paid worker, if any; one for the chairman of the committee; one for the members, each member to fill out one of the latter. These questionnaires were prepared not only so that complete information might be obtained but with the idea of testing the knowledge of each individual serv-

ing on a committee. A third objective of the questionnaire was to introduce to the women certain new ideas, methods and resources. In other words, the questionnaires were to have an educational value for each individual. It was decided that in advance of each of the second meetings the director of the self-study and her student assistants would obtain certain information. The director would interview the paid worker, if any, studying the scope of her work, her personality, her records, her qualifications for administering the job. The student assistants would interview all professional social workers with whom the Council women were cooperating and all agencies engaged in pieces of work similar to those undertaken by the Council, and would bring to the group discussions frank statements as to how the work of the women was regarded by community leaders, as well as information about duplication of the efforts of organizations engaged in similar work. Meanwhile the director, assisted by the students, would examine the records kept by each of the committees and have reports ready on their findings. After consideration of all the facts thus secured the individual committees would draw up certain recommendations to be presented to the Study Committee.

3. At the third series of meetings each committee would consider the typewritten report containing the recommendations to be presented to the Study Committee and formally vote upon it. The individual committees would understand that the Study Committee might not accept these recommendations, that the entire Council might be reorganized, and

that the committee might even be abolished. In the event, however, that the Fact-finding Committee failed to make any radical recommendations for changes, then the committee would have for its own use a plan or program of procedure which would aim to improve its work in future.

4. After these three series of meetings, all to be attended by the Fact-finding Committee, the typed reports of the various committees would be considered by the Study Committee after which it would draw up a final report to be presented by it to the Board of Directors.

This plan of procedure was adopted. The earnestness and conscientiousness displayed not only by the Study Committee but also by the individual committees was remarkable. The director of the self-study accustomed to working with volunteers, expected that meetings would be small and hard to arrange, but the Study Committee saw to it that she did not have to worry on this score. The women discussed and discussed, sought enlightenment eagerly, contrasted their methods with those used by professionals, and the qualifications of their workers with the qualifications considered necessary for professional social workers. They carefully considered the suggestions and criticisms of their work picked up by the student investigators.

The second series of committee meetings was possibly the most interesting. No one was allowed to seek help in filling out her questionnaire from any other member. They were quietly filled out and then the answers were discussed one by one. The questionnaires brought out just the facts the director of the self-study

hoped they would. The director was surprised to find that some of the women were handling fifteen or more "cases." Asked how they had time for so many, they answered that their homes were well organized and consequently ran without them during the day when they were engaged in taking children to clinics and hospitals. The questionnaires prepared for the volunteer case work committees gave the director a chance to contrast the scanty records and the un-systematic follow-up work of the volunteers with the standards required of professionals. A question on clearing cases through the social service exchange gave an opportunity for explaining the function of this organization. A question asking for a list of books read to prepare the individual for her work, offered an opportunity for furnishing a bibliography. Just as the director of the self-study anticipated the women were able at the end of their self-analysis to arrive at the same conclusions the director would have arrived at. One of the most important results was a recommendation made by each of the committees of volunteer case workers that no further case work should be undertaken without adequate training in both the theory and practice of social case work.

Not all the work of the committees consisted of discussions in committee meetings. The women under the direction of the paid organizer of the Committee on Immigrant Education visited the classes of immigrants in the public schools, talked with the teachers and students and later discussed their findings in committee meeting. Under the leadership of the director of the self-study, the Board

of the Council Home studied the physical equipment of the home, the scanty record cards of the girls in the home, and the findings of the director as a result of a careful study of the after-care records of girls previously in the home. This study resulted in the decision that radical changes had to be made in the methods used at the home.

About the middle of June the members of the study committee met to consider the eight typed reports submitted by the individual committees. These reports contained a description of the organization and function of the committee; an outline of the duties of the chairman and members; a description of the scope of the work; a statement of any of the weaknesses revealed as a result of the investigations of records and interviews with community leaders; and the recommendations for improving the work of the committee. The Study Committee then formulated its recommendations and presented them to the Board of Directors. They were accepted with a few changes. Some of the most important recommendations proposed that:

The Council establish a central office for the housing of all its activities.

An Executive Secretary be employed to tie up and direct the various departments.

Committees for work with the handicapped be grouped under a department of volunteer service to be supervised and directed by the Executive Secretary.

The members of the committees on work with the handicapped should carefully avoid speaking of their work as case work. "We find that with very few exceptions the committee members have not been doing case work but have been rendering merely occasional personal services to a small group of handicapped

people. We feel that the description of the work of these committees as case work has brought about a serious misunderstanding with other case work agencies in the community, whereas these case work agencies would probably have understood and approved the work had we confined ourselves merely to the rendering of personal service in keeping in close contact with the classes of handicapped children in the public schools, taking those children who need attention to the proper hospital clinics and case work agencies, and turning them over to these agencies for work. We feel that the work of the volunteers with the cases should then cease except for occasional friendly visits to the homes of the children so that the Council members may feel sure that the cases are receiving attention. This does not mean that any woman who shows special ability for case work may not do case work if asked by the agency to handle the case under the supervision of one of its professional staff."

A better system of budgeting be instituted.

The Council of Jewish Women request full voting representation on the Federation of Jewish Charities Board.

A university or a school of social work be asked to plan two or three courses yearly over a period of the next two years for Council members and that special training for committee members and members of the Board of Directors be required.

A survey be made of the membership qualifications and interests of the present membership of the Council and that the findings of this survey be carefully card indexed on cards similar to those used by the Jewish Social Service Bureau. The survey is for the purpose of finding new interested members and helping them to become active in the Council's work.

To be sure that the recommendations would be properly carried out, a committee of three was appointed for this purpose, and the Board authorized the employment of a consultant to steer the Council through the period

of reorganization. Another committee to arrange for a special plan for extension work under the direction of a school of social work was appointed. About one-third of the members of the board of directors of the Council have the college degrees necessary to entitle them to regular admission to a school of social work, while for the rest, many of whom have had excellent training as business women or teachers, group course lectures are possible.

Since the study was completed the two latter committees have been at work. The Committee on Extension Courses has applied to a school of social work for a two-year series of lecture courses. The letter informed the school that it was not the aim of the women to train for social work but to gain an increasing insight into the field of professional social work. They asked for a number of courses that would give them training in leadership and that would teach them the function of public agencies and private agencies, such as a Red Cross Chapter, a Family Welfare Society, a Council of Social Agencies, and a Financial Federation. They asked for training that would help them to understand the problems of delinquent girls and their duties in administering such a home as the Council Home. The school to which these women applied is doing its best to map out a series of courses to meet the needs of this group.

The results of the study have been both tangible and intangible. Among the important results the director of the self-study would list the following:

1. The study has made the women think.

2. It has brought about a determination among these women to equip themselves to do their community jobs intelligently.

3. It has promoted a better understanding with the professional social workers in the community.

4. Some, at least, of the professional social workers and men on the boards of directors of other organizations in the community are beginning to feel much more strongly that the volunteers of the Council are a serious responsibility and have dynamic force.

5. No more case work is to be attempted by volunteers except under the supervision of other case work agencies in the community, and then only when the women are acceptable to the case workers.

6. Workers with the necessary professional qualifications for administering such activities as the Home for delinquent girls are to be employed.

7. The attitudes of certain of the most forceful leaders have been changed by the director who was able to give them new ideas as to the meaning of leadership.

V.

Perhaps the Council of Jewish Women may set a new precedent for social work organizations. Here is a group of women who have recognized that they must be especially trained for their jobs as members of boards of directors and as chairmen of committees and as a result of this recognition they have appealed to a school of social work to teach them how to become intelligent leaders in the capacities just mentioned. Where better could such an experiment be tried than in Brooklyn, the biggest Jewish

community in the United States? If as a result, there is a general movement for systematic education of boards of directors and committee chairmen, some revolutionary things may happen in the social work field. At least the jobs of social workers will be easier. There are places for these volunteers. It takes imagination and tact and understanding and broad social work experience to know where they can be used and to present the jobs they can fill satisfactorily. These women have at least proved that they can sit for endless hours in clinics waiting their turns to present their client children for examination. That is a test of their earnestness.

In efforts to economize, to provide better professional service, in the desire for centralization and organization, community leaders have been rapidly killing the dynamic force behind social organizations—their memberships. In Brooklyn most of the Jewish organizations are members of a financial federation. Each organization has become merely a board of directors, more or less autocratic, men largely placed there because of money or family position. The Council of Jewish Women is one of the few organizations that has a membership left. That is merely an accident. It is affiliated with a national organization and therefore has retained its membership. In order to make the membership vital the Council conducts membership meetings once every month, at which the attendance varies from one hundred to twelve hundred. Each membership meeting is in charge of a different committee and the speakers brought in have been for the most part interesting and have

made the meetings vital forces. When Helen Keller was brought by the Blind Committee, twelve hundred members came out to hear her talk. A gathering of one hundred attended a religious forum under the auspices of the Committee on Religion at which a reform, a conservative, and an orthodox rabbi spoke.

It would be helpful if the professional social workers who throw up their hands in despair because of the mistakes made by "those Council women" would try to understand and help them. This article is an attempt at an interpretation of what the Council women are thinking, and of the intelligent way in which they are seeking knowledge, and it is written after nine months of trying to get a better understanding of the philosophy of this group of volunteers.

To counterbalance the evil effect of losing memberships as a result of federation it is more important than ever that volunteers be educated and trained for their jobs of community leadership. How can communities become socialized unless the non-experts also understand the social workers' jobs? Most people learn through experience, and through experience more than by reading. Volunteers will never fully understand the expert or professional social worker unless they can participate in the experience of the social worker by being permitted to do some part of the social work job. Surely it should not be an impossible task to direct the energies of such groups as this one into useful channels. Social workers must remember that organizations of

volunteers hold long and bitter resentment when projects started by them often before there has been any professional leadership are taken from them without supplying in their place something equally as vitally interesting for them to do. More and more at present women are participating in community life and their demand for part of the community job must be granted. If the social workers as their leaders, do not help them to place their energies in the right channels there will be these continual conflicts between the volunteers and the professionals. The experience of the writer in working with volunteers over a number of years has taught her that they will tell for years the story of how such and such an organization took away a piece of work without supplying anything in its place and when, groping blindly to find something to do, they started another project that appealed to them, they were again told that they were duplicating. A good many federations drive too rapidly towards the objective of centralization. This loss of membership for instance is becoming constantly a more serious problem to the executives of social work organizations who have left only small boards of directors. The executives must reach out and take the time to train volunteers. The Council women of Brooklyn are intelligently headed in the right direction and if their social work leaders will only use imagination and initiative and find real jobs for them they will make a worthwhile contribution to social agencies in Brooklyn in the next few years.

SEX HYGIENE OF FAMILY LIFE

BY HARRY L. LURIE

EVERY family agency is involved in the problem of sex and reproduction, whether it recognizes that fact or not. The intimate nature of this phase of family life, the current taboos, and the lack of complete scientific knowledge make the appreciation of this factor extremely difficult, however. There is a natural reluctance on the part even of physicians to discuss relations and family limitation with their patients, although there is ordinarily less reluctance on the part of clients who seek enlightenment on what are to them very crucial and important problems. There is, further, a hesitant attitude on the part of the social agency in offering means of advice and medical service because of the controversial issues inherent in sex questions. Frequently there is the belief that the giving of such information is illegal. But although the present federal statute forbids the sending of contraceptive information through the mails, many of the states have no legislation regarding contraceptive advice. In Illinois there is no law which forbids a physician or any other person from giving oral instructions and advice on sex matters or on the use of contraceptive methods.

It is not the purpose of this present paper to enter into a discussion of the ethical implications involved in family limitation. Most social workers, even when they do not directly initiate sex education for their clients, are in more or less definite agreement that for certain families further child-

bearing would be wholly inadvisable for social, economic and health reasons. So far as the men and women in the families themselves are concerned, they are, as we have found, eager for enlightenment. Although there is occasionally encountered a family that does not believe in voluntary control of parenthood on religious or moral grounds, such instances are extremely rare in the Jewish group. (One long dependent family who still hoped for a Kadish after six children had turned out to be unsuitable for this function on account of their sex, is a noted exception.) More frequently do we find families who have used unhygienic and ineffective means of removing the possibilities of conception,—families who use the dangerous expedient of abortion as a solution for their difficulties. If our experience is characteristic of social agencies, there must occur in every city many instances of septic abortions resulting fatally, of serious effects on the health of women because of miscarriages voluntarily sought, and of domestic friction and other undesirable sequelae of sex relations made abnormal or abhorrent to one or both of the married couple through unsatisfactory attempts to prevent conception.

Thus on account of the various obstacles to be found in social attitudes, in the lack of properly organized medical service, and in the need of completely satisfactory scientific knowledge on the subject, the family agency finds this a difficult problem.