

Children, families and care:
reflections on the first sixty years of FICE

Robert Shaw



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*To Christine Karner and Helga Stefanov, who have each interpreted for FICE
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Foreword

It may seem to today's children and young people that the events of sixty years ago are no more than history, distant from the realities and concerns of the present. What has a history of a professional association – the *Fédération Internationale des Communautés Éducatives* (FICE) – got to do with today? But one of the fascinating facts to emerge from a study of FICE's history is that right from the start its founding members were dealing with issues which are still current, such as children's rights.

Those founding members were working with children and young people in difficult circumstances, not long after the end of the Second World War, which had left children displaced and orphaned, scattered across Europe and in need of healing, care and education.

We may have moved into an era of global travel and electronic communication which is technically different from that of 1948, but many of the human problems faced by children and young people are the same – family break-up, migration, exploitation, schooling problems, ill-health, disability. Hot issues then: hot issues today.

Over the sixty years since 1948, FICE members have battled to improve the lives of children with needs. They have set professional standards; they have lobbied politicians and influenced legislation; they have organised training and conferences; they have travelled to other countries to learn from each other; they have organised events for children and young people.

Most of this book has been written by Robert Shaw and FICE is greatly indebted to him for his meticulous research in ferreting out archives from a very wide range of sources, cross-checking evidence to ensure its accuracy, analysing FICE's character and activities and writing the book, all in a very short space of time.

It tells the story of the work of hundreds of thousands of FICE members who have contributed – and are still contributing – to the life of the Association, and of the millions of children and young people for whom they have cared. It is a story about an organisation, but it is also about individual people – their commitment, their perseverance, their support for each other and their disagreements. It is a story about ideas, some of which reflected the time in which they were set and some of which suggest that the struggle to ensure that children and young people have the best opportunities in life is unending. It is a story set in the context of changing social, political and economic developments world-wide.

FICE's story gives a fascinating perspective on the broader changes which have happened in the world over the last sixty years. This story takes us from the social chaos following the Second World War, through the passing of the United Nations Convention on the Rights of the Child to today. There have been many improvements but there is a long way still to go. FICE has never been a rich or powerful organisation and its standing has reflected the influence and power wielded by the profession and by children and young people themselves.

We hope that this will have changed when FICE's history is next rewritten.

David C. Lane

Chair, FICE-Inter Editorial Board
Vice President, FICE-International

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We are grateful to Irene Knöpfel Nobs for permission to use her history of FICE up to 1988, which was based on her thesis when she studied at Zurich University. It has been an invaluable source of information and ideas in the preparation of this book.

We are grateful, too, to Nigel Cantwell for his chapter setting the scene in which the development of FICE is set, providing a masterly summary and analysis covering sixty years in twenty pages and describing individual changes and movements without losing a sense of the overall thrust of history.

Many key members of FICE have provided substantial contributions to the book, including Alenka Kobolt and Jana Rapuš Pavel, David Lane, Steen Lason, Thomas Mächler, Robert Soisson, Roland Stübi, Franz Züsli-Zacher and the authors of the histories of their respective National Sections. Helga Stefanov has drawn on her long association with FICE to correct a number of errors of fact and interpretation while comments from Theo Binnendijk, Steen Lason, Friedhelm Peters and Heinrich Tuggener on a late draft led to significant improvements to the final text.

Finally, thanks are due to FICE colleagues today for their support in getting this piece of work off the ground, and in particular to Monika Niederle, the President of FICE International, for her leadership, to Rolf Widmer as Treasurer for finding the funding, to Helga Stefanov for her close involvement throughout the work and to Martti Kemppainen, who had the idea of updating FICE's history.

I

Introduction

Inspired by some of the heroic efforts both during and in the immediate aftermath of the Second World War to meet the needs of 'war-handicapped' children, FICE has changed to reflect the changing ways in which people have perceived the problems presented by children and young people. Created in 1948 as the *Fédération Internationale des Communautés d'Enfants*, it changed its name to the *Fédération Internationale des Communautés Éducatives* in 1982 in order to reflect these changes but kept the same initials for the sake of continuity of identity.

The founding members envisaged that it would be an organisation of organisations, initially of children's communities but very soon of National Sections, and, while there have been FICE National Sections in other continents, and Congresses have been held in Africa and North America, FICE has remained largely eurocentric. Some of the reasons for this were suggested in the brief history of FICE prepared for FICE's 40th Anniversary by Irene Knöpfel Nobs (1988) and in her full thesis (1992) and, in bringing the history of FICE up-to-date for its 60th Anniversary, I have taken Mrs Knöpfel Nobs' work as a starting point and drawn on it extensively. However, rather than filling the book with citations of her text, I have confined myself to points where I thought it was important to clarify the source of a statement.

In spite of the thoroughness of Mrs Knöpfel Nobs' research, the development of the Internet and the release by UNESCO of many of its early documents onto the Internet have enabled me to fill in some gaps and to offer fresh perspectives on aspects of FICE's early history and on certain constitutional developments though most of the story she told remains the same and I have used the framework she set out in Chapter 9 as the starting point for this book.

In preparation for this publication FICE members were asked to respond to a questionnaire about their history and current activities. Inevitably, there was a wide range of responses reflecting both the historical contributions particular organisations have made to FICE and the current levels of their activities. Aspects of their responses have contributed to the main historical narrative and the information about their current activities has been merged to provide the overview of FICE's current activities in Part II but, in order to keep this volume to a reasonable length, there will be a separate volume covering the histories of FICE members.

The sources to which I have had access have been in English, French and German – occasionally all three – and this has presented dilemmas in how best to quote and to reference them. In the end I have opted to translate quotations into English except for the statutes where I have retained the original language, to use the English title 'General Assembly' throughout but to retain in the references the French titles for the Management Committee, Executive Committee and Federal Council because these committees have, even after FICE ceased to be a largely Francophone organisation, continued to be known to FICE members by their French initials. Similarly, I have not bothered to translate FICE into English because FICE is far better known in most English speaking countries by its French initials and French name than by its English ones. Appendix C lists the translations I have used for the various committees.

Reflecting the wide range of interests of FICE members across the world this volume has drawn on material more varied and wide ranging than I had anticipated when I first agreed to undertake this project. However, while I have been able to use some primary sources in addition to the material provided, my brief was to assemble the material into an anniversary text rather than to undertake fresh research. So there is considerable unevenness in the detail with which I have been able to address different aspects of the history of FICE; but I hope that, by drawing together the material that was available to me, I have given some idea of what might usefully be the subject of further, more detailed, research.

It has not always been possible to reconcile the sources entirely satisfactorily. So, although I have tried very hard to ensure by using as many primary sources as possible that the facts of FICE's history have been recorded correctly, there will probably be errors of fact or interpretation in this account for which I accept responsibility.

2

The changing landscape on a 60-year journey

An overview of the political, economic and social context in which FICE has developed and functioned

Nigel Cantwell

If organisations are products of their times, FICE's establishment came at a particularly interesting moment. As British MP Lady Astor had noted in 1945, one of the consequences of the Second World War was that 'the country has become child conscious' (Cunningham, 1991, p224). She could have validly widened the geographical scope of her observation.

How organisations then go on to develop their work is a more complicated affair. As their environment changes, they adapt their programme and approach more or less willingly and more or less successfully. Here too, the last half of the 20th century is a period of special interest. Geo-politically, the world is almost literally a different planet from that of the post-war era. Economically and socio-culturally, partly as a result thereof, evolution has been rapid and significant. Some of the major developments were planned, foreseen or at least foreseeable, others came about as reactions to events, and yet others simply 'occurred' spontaneously and, in some cases, were then allowed to pursue their course unfettered.

But whatever their genesis, these changes have all impacted children and have shaped and modified – in approach, in emphasis, in content and in importance – the overall way that work for children had to be taken forward. This overview of the past sixty years attempts to provide 'indicators' of the transformations during the period as a background to the way FICE has

evolved and operated. Necessarily selective, it looks first at certain developments of a general nature, and then at others with a more specific child focus.

Of course, special concern had already long been shown for the situation of children. National efforts to protect children from exploitation at work and to provide free and compulsory elementary education, for example, had begun in the previous century. Various charities had been set up to cater for orphans and vagrant children, and to provide disaster relief, with children – and, often, women – as their main beneficiaries. Some of the first international human rights treaties, for example, the 1921 and 1933 Conventions for the Suppression of the Traffic in Women and Children, concerned children. But the experiences and impact of the Second World War, so different from those of the First, undoubtedly gave more focus to efforts on behalf of children in its immediate aftermath and within subsequent developments.

2.1 General developments

2.1.1 *The geo-political shift*

When the United Nations was set up following the Second World War, it had 51 founding members. Within thirty years, largely due to the move towards independence from colonial powers that culminated in the 1960s, its numbers had virtually trebled, and today they have nearly quadrupled, at 192. The balance of power may not have changed accordingly, but this is undeniably a different world.

With the increasing presence of these newly-independent developing ('underdeveloped' in the still-persistent jargon of that time) nations in the UN came the foundation within its ranks of the Group of 77 'non-aligned' nations (G77) in 1964. Like the UN itself, G77 has continued to grow since and now numbers 131, constituting over two-thirds of the UN membership. As the grouping began to secure its coherence, it brought the 'right to development' onto the international agenda and changed the stakes in debates at the UN.

But the first forty years following the Second World War were marked by another 'conflict': the Cold War. Discussing UNICEF's advocacy efforts on behalf of children in the developing countries back in the early 1950s, former US-President Jimmy Carter notes that governments paid little heed:

In the industrialised countries, humanitarian aid increasingly took a back seat to the arms race. In the developing world, where rapid decolonisation led to poverty and power struggles, valuable resources went to equip armies, further slowing or even reversing social development. It may have been a cold war, but the cost of waging it was reminiscent of the bloodiest conflict (Carter, 1992).

It was only in the mid-1980s that a thaw began to set in, but quickly thereafter came the demise of the communist states of Central and Eastern Europe within the space of just two years (1989–1991). The period of so-called 'transition' of these countries to market economies began with a massive and sudden slide into poverty for vast swathes of the population, heralding the need for major assistance – in child welfare as in other spheres – from the international community. In addition, the break-up of the former Yugoslavia produced inter-ethnic conflict of such grim intensity that once more Europe's eyes were focused on the effects of war on children within its borders.

Reaction to the perceived post-Cold War polarisation of influence in a single 'superpower', and other subsequent tensions on the world scene have tempered or dashed the optimism that briefly reigned at the end of the 1980s. For a brief moment, it had seemed possible to move forward strongly on welfare and development issues in a climate where the impact of competing ideologies was no longer predominant. Today's renewed geo-political conflicts, however, once more tend to relegate these efforts to a secondary, almost defensive role.

2.1.2 *'Doing development'*

Development as an issue, and international development aid as a strategy, essentially took off at the very start of this 60-year period, as a result of – or of events linked with – the founding of the United Nations. One of the UN's main purposes was (and is) 'to employ international machinery for the promotion of the economic and social advancement of all peoples' (United Nations, 1945, Preamble). Its predecessor, the League of Nations, had had no such ambitions.

The UN set up an Expanded Programme of Technical Assistance in 1949. Such was the demand for its services – driven in particular, of course, by the decolonisation process that gathered momentum in the 1950s and 1960s – that the programme was supplemented by the UN Special Fund in 1959. These two bodies were merged in 1965 to form the United Nations Development Programme (UNDP) that we know today.

The World Bank also began its operations immediately after the end of the Second World War. Its initial mandate was to assist countries that had been affected by that conflict but quite rapidly its purview was extended to 'developing countries' on which it subsequently focused uniquely until the 1990s when it also took on the 'transitional' countries of Central and Eastern Europe and the former Soviet Union.

Bilateral government aid and development projects run or sponsored by NGOs are also, to all intents and purposes, products of the post-war period, though a number of child-focused welfare and development agencies (such as Save the Children and the Christian Children's Fund) had been founded before the Second World War, as had a number of disaster relief NGOs. Much bilateral aid has been motivated and shaped by the 'Cold War' and subsequent rivalries, with 'donors' keen to secure influence in selected countries.

Arguably three key concepts have marked phases in the overall approach to the development question: first, the so-called New International Economic Order (NIEO), then the concept of 'sustainable development' and, rapidly thereafter, the related perception that development cannot be measured simply in macro-economic terms but necessarily has a human dimension. Development assistance has consequently gone through fundamental rethinking over these years, even if the authorities of neither 'donor' nor 'beneficiary' states have always demonstrated significant respect for their respective discourses in practice.

The North-South debate began very quickly: the origins of the NIEO lie in the 1948 UN Conference on Trade and Employment ('the Havana Conference') and stem from economic and political tensions that had already been building between the developing and developed nations.

By the 1960s, the idea of 'community development' – implying, among other things, consultation with potential beneficiaries rather than the previously generalised imposition of projects on them – had begun to take hold. The NIEO was officially proposed by developing countries at the Summit Conference of Non-Aligned Nations held in Algiers in September 1973, and a Special Session of the UN General Assembly, called for April 1974, then adopted (without a vote) the 'Declaration and Program of Action of the New International Economic Order.'

Despite this apparent consensus, the push for an NIEO was essentially confrontational in nature. Its formal proposal was made in the same year – surely not coincidentally – as the OPEC countries successfully began to hike the price of oil. These demonstrations of strength, however, took a toll on development efforts for the next ten years. The substantial increase in oil prices sparked a global economic recession which, in the eyes of the industrialised countries, put the realisation of the claims of the NIEO way beyond reach. In addition, disagreements among the vastly different countries of the 'South', and increasing debt problems for many, meant that the NIEO quite quickly became a somewhat empty slogan.

The demise of the NIEO coincided with increasing concern over the effects on the least-protected members of society of drastic policy-changes demanded by the World Bank in particular. To the consternation of many, the World Bank had, moreover, secured growing influence over national policies in virtually all spheres. As one commentator noted later, for example, 'how we ever let a bank decide educational policy will be a puzzle for educational anthropologists of the future' (Davies, 2004). The conditions it has set for providing financial support to given countries have had massive direct and indirect effects on children in vulnerable families, with broad repercussions, including for alternative care provision.

Thus, there was growing support for the view that development could not be seen simply in economic terms but also necessarily had a human dimension. In this context, increasing attention began to be paid to the role that human rights could be called upon to play. Notably, in 1986, the UN General Assembly adopted the Declaration on the Right to Development.

Parallel but linked to this changing mindset was the introduction, during the 1980s, of the concept of 'sustainable development', decisively promoted by a Special Commission set up by the UN General Assembly which defined it as 'development that meets the needs of the present without compromising the ability of future generations to meet their own needs' (World Commission on Environment and Development, 1987). At the same time came another ground-breaking publication, *Adjustment with a Human Face* (Cornia *et al.*, 1987), which argued for strategies that combine economic growth and adjustment with protection of the more vulnerable population groups.

In 1990, UNDP produced its first of subsequently annual Human Development Reports, including its much-commented Human Development Index. In that same year, the Committee on Economic, Social and Cultural Rights expressed concern about 'the adverse impact of the debt burden and of the relevant adjustment measures on the enjoyment of economic, social and cultural rights in many countries' (Committee on Economic and Cultural Rights, 1990). The aim of putting people at the centre of development was consecrated at the 1995 World Summit for Social Development, held in Copenhagen.

By the turn of the millennium, there were, in the words of one commentator,

signs that the ideological climate for rethinking development policy is more favorable than it has been for years. Some new perspectives are gaining force. Human rights and 'rights-based' development – emphasising the primacy of human-rights law and people's ability to strengthen their claims on the state – are on the agenda (Mkandawire, 2000).

All this said, a major concern remaining today is the growing gap observed between the richest and the poorest, both among and within countries (see, among many examples, World Institute for Development Economics Research, 2006). The disparity among nations has not yet prompted many 'donors' to devote the long-standing agreed target of 0.7 per cent of their GNP to development assistance (United Nations General Assembly, 1970), though debt relief initiatives are gaining some ground. The increase in relative, if not absolute, poverty within countries is documented world-wide, whether it be the USA, China, Romania, Pakistan or Angola. Its ramifications are felt most acutely in two-speed economies – be they those of developing, 'emerging' or transitional countries – where safety nets remain inadequate or non-existent. Given the link between poverty and recourse to alternative child care, the outlook for reducing the latter is not bright.

2.1.3 *The move towards a 'rights culture'*

The now vast array of international human rights instruments has gradually been secured essentially by building on the principles set out in the 1948 Universal Declaration of Human Rights (UDHR). The relatively few treaties pre-dating the United Nations – for example on slavery – were invariably renegotiated once the UDHR was in place. In addition to developing and clarifying state obligations towards all human beings – such as in relation to torture, trafficking and racial discrimination – an increasing number of specific international instruments have been formulated to give enhanced protection to particular population groups, such as refugees, indigenous peoples, women, persons with disabilities and, with the Convention on the Rights of the Child (CRC) of course, children. This move, undoubtedly generated in part by advocacy from certain NGOs, has in turn provided a potential rights-based legitimacy and stimulus to the work and objectives of all NGOs active in the fields concerned.

With few exceptions – Anti-Slavery International, founded in 1839, being the most notable one – today's main international human rights organisations sprang up only in the past 60 years. The International Commission of Jurists, dedicated to the 'protection and promotion of human rights through the rule of law', was founded in 1952. It was as a result of a 1961 campaign in favour of 'prisoners of conscience' that Amnesty International was born. And the precursor of Human Rights Watch – Helsinki Watch – was set up only in 1978, changing its name 10 years later.

The picture is similar on the inter-governmental level. The League of Nations had a number of issue-specific agencies (e.g. the ILO, founded in 1919) and

commissions (e.g. on slavery, refugees) that dealt with what we now look on as specific 'rights questions', but nothing similar to the Commission on Human Rights (replaced by the Council since 2006) that was established within the UN in December 1946. During its first 20 years, this Commission concerned itself more with the 'promotion' side of human rights work, providing in particular a forum for drawing up treaties. Once the drafting of the two International Covenants on Civil and Political Rights and on Economic, Social and Cultural Rights had been completed in 1966, it widened its focus to include the other facet of human rights activity, 'protection,' however discredited its actions (or inaction) were subsequently to become on that score.

Regional inter-governmental initiatives on human rights also made major progress as of the post-war period. The Council of Europe was founded in 1949 and the Inter-American Commission on Human Rights was set up ten years later as an organ of the OAS. Although the Organisation of African Unity (now the African Union) was established in 1963, the African Commission on Human and Peoples' Rights came into being only in 1987. To date Asia, however, has no equivalent structure.

The exponential growth in attention to human rights issues was consecrated at the UN World Conference on Human Rights held in Vienna in 1993. Previously, the only global meeting on human rights had been a far more modest affair in 1968 in Tehran, devoted to reviewing progress in the 20 years since the adoption of the UDHR. It was in Vienna that massive impetus was given to the concept of the 'rights-based approach' to programming, although the term did not figure as such in the Conference Declaration. This has since fundamentally transformed – on paper at least – the way development assistance, service delivery and advocacy are envisaged. The target population groups have become 'rights-holders' rather than 'beneficiaries', and the state and non-state actors involved are now to see themselves as 'duty-bearers' rather than 'providers to the deserving' when planning and carrying out their work.

2.2 **Developments directly impacting children**

2.2.1 *The impact of disasters on child care responses*

Armed conflict, the HIV/AIDS pandemic and certain natural and other catastrophes have put the spotlight on children affected by the phenomena, created new challenges and more or less satisfactory responses, and regularly forced or at least spawned a re-think of coping strategies.

As highlighted in the 1996 Machel Study, the nature of armed conflict has undergone fundamental changes since the Second World War, with critical implications for children: 'In recent decades, the proportion of war victims who are civilians has leaped dramatically from 5 per cent to over 90 per cent' (United Nations, 1996, p9). This turn-around stems largely from the fact that the great majority of conflicts are now fought neither between states nor between conventional armies: they are internal and involve non-state forces. The Machel Study was a landmark comprehensive assessment of the situation, needs and rights of children in armed conflict situations: it led to the appointment of a Special Representative of the UN Secretary-General on Children in Armed Conflict, and heralded initiatives such as the inclusion of Child Protection Advisers in UN peace-keeping missions.

The impact of armed conflict on children, moreover, has not been confined to the strictly obvious. Thus, it was a 'side-effect' of the Korean War (1950-1953) – US soldiers fathering children with Korean women – that was to generate inter-country adoption as a worldwide and long-term phenomenon. These mixed-race 'Amerasian' children were treated as outcasts in Korean society and were generally placed in orphanages. Efforts began to find them homes in the USA. From this, South Korea went on to develop a large-scale and lasting inter-country adoption programme for its relinquished children: thus, even 35 years after the war, almost half (44%) of all foreign adoptees to the USA were Korean children², and it is estimated that at least 150,000 have been adopted abroad – including to Europe – since the 1950s³.

While 'Operation Baby-lift' towards the end of the Vietnam War (1959-1975) was similarly designed to place thousands of 'orphans' of the conflict with adoptive families abroad – two-thirds of the total 4,000 child evacuees were taken to the USA – it had slightly different ramifications for child protection policy. When it was found that documentation of large numbers of these children was woefully inadequate and, in particular, that many were not 'orphans' at all, there came a clear call for putting an end to mass evacuations of this kind, and for effective family tracing efforts to be carried out before children from disaster situations were taken abroad for adoption. This line is now subscribed to by virtually all humanitarian agencies (International Committee of the Red Cross (ICRC) *et al.*, 2004). With some smaller-scale exceptions – particularly in the context of the Rwanda genocide and conflict in Bosnia in the mid-1990s – these rules have generally been upheld, and certainly large-scale initiatives on the lines of Operation Baby-lift have never been repeated.

For its part, while the Chernobyl disaster of 1986 did not lead to mass evacuation for adoption, it instigated the rapid development of 'respite care' hosting programmes abroad, in Europe and North America, for older children (usually eight years and above) deemed to need a break from their difficult environment. This development was further fuelled by the severe economic downturn that affected the majority of the population in 'transition countries' after 1990. The hosting programmes, now involving tens of thousands of children each year mainly from Belarus, Russia and Ukraine, have been run by the voluntary sector and largely unregulated, though the degree of official supervision appears to be increasing of late. Growing concern has been expressed over the effects of such experiences for children returning to an institutional setting. There is also much debate about the way in which 'hosting' may be conceived or used as a prelude to applications to adopt: on the one hand it jeopardises the principle of professional 'matching' but on the other it may offer a long-term family to older children who would otherwise probably not be adopted.

The response to children affected by the December 2004 tsunami provided a fairly clear picture of how developments in thinking on child protection have started to become integrated into relief operations in practice. First and foremost, perhaps, it showed that evacuation abroad is indeed no longer seen as an option. A proposal that European families could 'host' thousands of children from Banda Aceh was roundly criticised; Indonesia prohibited children under 16 being taken abroad, Sri Lanka outlawed the foreign adoption of children from the country's affected areas and major 'receiving countries' of international adoptees – the USA first in line – stated publicly and firmly that no adoptions of 'tsunami orphans' would be allowed. At the same time, efforts were made to avoid the establishment of 'orphanages'; while these were not completely effective, it was estimated that some 90 per cent of separated children in Aceh were being cared for by extended family members as opposed to being in residential facilities (Bentley, 2005).

Undoubtedly, it is the HIV/AIDS pandemic that, since the 1980s, has most graphically underlined how children can be affected by disasters. By the sheer numbers concerned – an estimated 12.3 million children had been orphaned by AIDS in sub-Saharan Africa alone by the end of 2003 (UNAIDS *et al.*, 2004) – and its special (though not unique) impact on particularly disadvantaged societies, the pandemic has created unprecedented challenges. It has also brought the international community face to face with some very awkward human rights questions – not least of which has been its lack of will to make

anti-retro-viral drugs available, physically and financially, to the most affected and least-resourced communities.

Because of HIV/AIDS, steady increases in life expectancy have been reversed, already fragile education and health systems have been overwhelmed, and de-institutionalisation strategies have had to be abandoned or, in cases such as Uganda, quite simply reversed. It is still the case that '[t]he large majority of orphans and other children made vulnerable by HIV/AIDS live with a surviving parent and siblings or within their extended family' (UNAIDS *et al.*, 2004, p4), but a substantial and increasing minority do not and cannot. Although child-headed households existed well before the pandemic, HIV/AIDS has significantly increased their numbers, in turn posing urgent questions as to their appropriateness as a form of care and the degree to which they need to be – or have the right to be – supported and protected. And how does one combat the establishment of marginalising 'special orphanages' for children affected by HIV/AIDS in the face of both discrimination and the lack of viable alternatives in increasingly devastated and overwhelmed communities?

In many respects, reaction to crises of all kinds provides a telling image of the extent to which policies and standards have been internalised. While the situations are unusual in their scale and urgency, their components are essentially those encountered in 'normal' circumstances. Crises are therefore extreme test cases that, over time, give insight into the progress achieved in implementing the results of research and experience regarding child welfare and care that we generally, but not always rightly, assume to have been assimilated.

2.2.2 Cross-border movement

The process that, only for the past two decades or so, we have commonly termed 'globalisation', was given major impetus after the Second World War by a combination of freer movement of goods and capital (notably as a result of GATT negotiations) and increasing potential for geographical mobility. Indeed, it seems that the term was first coined at that time. While the economic effects of globalisation have had major implications – often negative – for communities, families and therefore children, it is human movement across borders that has epitomised the phenomenon in child protection terms.

Most of the cross-border phenomena have been triggered by crises and disasters – including the 'silent emergency' of extreme poverty. Two of these phenomena were mentioned above: international respite care and inter-

country adoption. The latter in particular merits a little more discussion in this section.

As noted above, the practice of inter-country adoption can be traced back to the Korean War and has since developed steadily, with an estimated 40,000 children per year now involved worldwide. Indeed, its development has in part been spurred by subsequent 'crisis events' such as realisation of the ramifications for baby girls of the one-child-per-family policy in China and the world's discovery of tens of thousands of children in Romania's institutions following the overthrow of the communist regime. It thrives too because of both the relative and the absolute poverty that characterises almost all 'countries of origin'. Intercountry adoption remains a controversial practice for many reasons, despite major efforts to regulate it more effectively – not least via the 1993 Hague Convention on the issue – and research findings that invariably show most children adopted from abroad fare well. Much of the concern revolves around the direct and indirect effects (including financial aspects) of its having been allowed to become more a demand-driven than a responsive practice. It certainly constitutes a microcosm of children's rights issues, ranging from identity and family ties to access to health care and protection from sale and exploitation.

A further cross-border phenomenon that has also appeared during the second half of the century is that of 'unaccompanied' or 'separated' children. These children may arrive at the borders of Western European and other industrialised countries seeking asylum, as migrants, or as victims of trafficking.

The arrival of child asylum-seekers in Europe seems to have begun in the 1970s with, for example, young Cambodians fleeing to France to escape the Pol Pot regime. By the mid-1990s, the phenomenon had reached such proportions that a special Separated Children in Europe Programme was set up by UNHCR and Save the Children in 1997, and a European Union resolution on unaccompanied minors was adopted in the same year. Moreover, given the restrictive immigration laws in force, many would-be child immigrants are having to resort to seeking asylum. It was also during the 1990s that child trafficking as a phenomenon was recognised, in particular following the fall of communist regimes in Europe, although it has been shown to involve children from African and other countries as well.

While there are clear legal and other distinctions between the situations of these different groups of children, the issues regarding their welfare and protection are essentially common to all. This is especially so when they find

themselves in a legal limbo, as many do. In response to this, for example, Save the Children Sweden set up a web site, a toll-free telephone number and an e-mail address for children and young people from other countries – be they former asylum seekers, beggars, workers in the black market or victims of trafficking – who live in Sweden without proper documents, giving them an opportunity to contact adults whom they can trust and who will not take advantage of them.

But it is also true with regard to their welfare on arrival, while awaiting decisions on their cases. Trying to reconcile the need for a protective setting with the aim of avoiding an institutional response – not to mention ‘security concerns’ – has often proved extremely difficult, especially as regards victims of trafficking. Family-based situations are usually in short supply, and foster carers anyway tend to have safety concerns where there is a danger that traffickers may attempt to ‘recuperate’ the child. Reports suggest that, in France for example, up to half of the children accommodated in purportedly closed facilities may nonetheless disappear from view and therefore be at high risk. This, in addition of course to on-going discussion over the grounds for deciding on these children’s fate, constitutes a new, major dilemma for child-care at the present time.

2.2.3 *The international children’s rights movement*

It is conventional wisdom – and not entirely wrong – to trace children’s rights activism back to national initiatives in the 19th Century – protecting children from certain dangerous forms of labour, for example – and its first, more general, ‘international’ expression to the 1923 Declaration of Geneva. That short document, drawn up by the founder of the then International Save the Children Union, Eglantyne Jebb, was taken on board a year later by the League of Nations as a guiding text for its Member States. However, it was more a needs-based, rather than a rights-based, text setting out five principles regarding what children should be provided with and protected from. Undoubtedly it was significant at that time and served as an inspiration for subsequent efforts. It nonetheless demonstrates clearly that, in the 1920s, we were still far from the ‘children’s rights era’ – several decades away, in fact.

Even the Declaration on the Rights of the Child adopted by the UN General Assembly in 1959 – which Poland had already wanted to be in the form of a binding treaty – did not mark a major shift, despite the ‘rights’ in its title. It had not gone through the Commission on Human Rights, to begin with, and no organisations – be they child-focused or human rights advocates – were actively using it to ‘promote and protect’ the human rights of children.

The major international NGO for children’s issues at that time – and indeed until the late 1970s – was the now defunct International Union for Child Welfare (IUCW)¹, which had been established in 1946 as the result of a merger between the International Save the Children Union (founded in 1920) and the International Association for Child Welfare (1921). The IUCW developed a policy of ‘active neutrality’ where the defence of rights had no place. Similarly, UNICEF was resolutely needs-based, seeing ‘rights’ as a dangerously political area to be avoided at all costs.

It is therefore not surprising that the drafting of the two Covenants (see note 1) in the 1950s and 1960s took scant account of children’s issues. Indeed, even the self-styled ‘children’s rights’ movement that was to emerge in the 1970s, in Europe at least, was far more concerned with pitting children against adults (e.g. parents and teachers) than with securing their fundamental human rights. There was no ‘rights element’ either in the approach taken to intra-familial child abuse and neglect, which had started to be recognised as a fully-fledged ‘phenomenon’ in the early 1960s, leading to the founding of the International Society for the Prevention of Child Abuse and Neglect (ISPCAN) in 1976.

All this was to change dramatically once the UN General Assembly had declared that 1979 would be the International Year of the Child (IYC). Above all, of course, IYC prompted Poland to relaunch its campaign for a convention. But it also led to a veritable flood of demands being made to intervene on behalf of children in situations that had previously been neglected, largely on the grounds that they were too ‘delicate’: children in prison, torture, freedom of expression and religion, exploitation. This in turn rapidly led to the realisation that there were no specific international structures in place, inter-governmental or non-governmental, to respond to these rights violations: hence, among other things, the founding of Defence for Children International in 1979.

Paradoxically, it was essentially because the Polish draft proposal for the convention – almost a carbon copy of the 1959 Declaration – was considered very inadequate and out-of-date that the international children’s rights movement as we know it today found the impetus and space to take off. The ensuing ten years of ‘reviewing’ the Polish proposal brought together children’s organisations with professional associations and, crucially, the human rights community and together they formed the ‘NGO Ad Hoc Group’ on drafting the convention as of 1983. And importantly, the official drafting process took place in a working group set up by the Commission on Human Rights: children were at last a recognised part of the ‘international human rights agenda.’

It is now well-known that the NGOs had an unprecedented impact on the text finally adopted in 1989 and that this success led them to continue their co-operative efforts within the NGO Group for the CRC, with major emphasis on assisting the Committee on the Rights of the Child in its monitoring role. A direct result of this inter-NGO cooperation was also the establishment of the Child Rights Information Network (CRIN), formally set up in 1995 and now a vital focal point for data exchange in this field.

Interesting and pertinent too is the way that UNICEF has radically changed its stance on the thorny question of 'rights' in the past two decades. While it provided some support to the NGO Ad Hoc Group in the early 1980s, it took no direct part in the drafting of the CRC until 1986 – once it had become clear that, given the ever-increasing implication of governments in the process, 'the rights of the child' might not be such dangerous ground after all. From its advocacy in favour of universal ratification of the CRC in the early 1990s through to its espousal of the 'rights-based approach' in 1998, and the expansion of its country programmes, from the mid-1990s, to include previously-shunned rights questions such as juvenile justice, out-of-home care and sale and trafficking of children, there has been a veritable sea-change in its thinking. What is more, a growing number of National Committees for UNICEF, in the industrialised world, have supplemented their basic fund-raising and 'education for development' roles to become active advocates on protection questions – child trafficking, for example – involving their own countries.

2.2.4 Trends in child care policy

Following the Second World War, there was a strong move, particularly in European countries, to set up or strengthen further the provisions of the 'welfare state'. Once the emergency situation linked specifically to the war's aftermath had been confronted, many well-established 'voluntary' organisations gradually began to change their roles, moving from providers of basic services to more targeted activities designed to complement state provision, often with a greater advocacy component. They also, naturally, adapted the focus of their programmes in keeping with prevailing thinking by, for example, gradually closing large residential facilities.

Such 'de-institutionalisation' has surely constituted the major locomotive for change in how children at risk in their families are catered for and the way care for children without adequate – or any – parental care is conceived. However, this development towards 'care in the community' has been neither straightforward nor linear, and it has been increasingly recognised that a successful policy in this regard requires simultaneous attention to a wide

range of factors, including ensuring that the community itself is ready for such a change (see notably UNICEF, 2003).

While de-institutionalisation is often looked upon as a relatively recent policy thrust, it has been promoted for a long time. Even at the end of the 19th century, certain pioneers in residential care were recognising that many children could fare better in family-like situations. And, for example, when the International American Institute for the Protection of Children was established in 1927,⁷ its 'Charter on the Rights of the Child' of that same year already demanded:

Change orphanages and reformatories, where the 'Pavilion' system squashes individual personality, into small family units of education and work, organised as small social groups under the loving supervision of a father and mother able to extend the affection for their children to a small group of homeless children (International American Institute for the Protection of Children, 1927).

Its progress in post-war Western Europe was to be fuelled by work such as John Bowlby's on attachment theory in the 1950s, with more and more of the larger facilities being closed in the 1960s and 1970s. In most countries, however, it was only in the 1980s that serious doubts began to be raised as to the appropriateness of large institutions. Then, from the very beginning of the 1990s came awareness of the realities of institutional care systems in many ex-communist countries, with Romania and Russia in the forefront: it was not just the conditions of care that were criticised but also the justification for the placements being made in the first place and the all-too-frequent inevitability that a child so placed would either remain permanently 'in the system' or be left to fend for him- or herself on ageing out of a children's facility. In addition, the growing body of recent research has invariably found that irreversible damage can be caused to children under 3 years old who are placed in large facilities for more than a few weeks (European Commission Daphne Programme, 2005). Factors such as these, together with concern over *ad hoc* 'serial placements' when successive family-based solutions break down, were behind the development of the concept of 'permanency planning' whereby an adjustable care-plan for a child is established from the moment he or she is taken into care, designed to ensure as quickly as possible return to the family or a viable and stable outcome, usually in a family environment.

It cannot be denied that the de-institutionalisation dynamic, combined with several high-profile investigations of abuse in residential settings⁸, has often resulted in an unhelpful demonisation of residential care in general. Residential care workers in many countries have come to feel, at the very

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It cannot be denied that the de-institutionalisation dynamic, combined with several high-profile investigations of abuse in residential settings⁸, has often resulted in an unhelpful demonisation of residential care in general. Residential care workers in many countries have come to feel, at the very

least, under-valued. It is usually recognised – though often only grudgingly – that some children do need the more structured and specialised residential environment at certain points in their lives. Increased consultation with the young people concerned, spurred by the ‘child participation’ thrust of children’s rights advocacy, has shown that significant numbers state a preference, at given moments, for what they see as a less invasive non-family-based setting. Recognition of this, however, is paradoxically less forthcoming. Nonetheless, efforts that acknowledge residential care as a valid option within the range of potential solutions and at the same time set standards for its provision – notably either explicitly or implicitly excluding recourse to long-term placement in large facilities – have started to appear in response’.

The move towards foster care, or family-type homes, instead of residential placements has posed significant problems in many countries, moreover, including those where such alternatives have been well-established for decades. On the one hand is the pressure of demand for out-of-home placements stemming from, among other things, weaker informal kinship and community support systems, increased incidence of family breakdown and recognition of child abuse and neglect as social phenomena requiring intervention by social services. On the other, changing lifestyles and the increasingly felt need for both partners in a household to have paid employment seem to have set a ‘natural cap’ on the number of couples willing and able to provide foster-care – at least on the traditional basis of simply receiving an allowance to cover little more than the extra expenses involved. Recruitment in countries such as the USA and UK is now, therefore, well below identified needs. Foster care has therefore had to become an increasingly professionalised and salaried occupation. Growing numbers of children needing such care – in common with children in conflict with the law – have severe behavioural and mental health problems. Fewer potential carers are willing and able to cater to their special needs, and for those who are prepared to do so, the essential training and specialised support are not always available.

During the last half of the 20th century, special attention was paid to the right to protection from racial discrimination. 1948 was a key year in this respect: while on the one hand it saw the adoption of the Genocide Convention, on the other it was the year that the Apartheid system was established in South Africa. Apartheid served as an on-going stimulus to overall anti-discrimination efforts until its demise in the early 1990s. It was within the context of these efforts that criticism began to be levelled against child welfare policies resulting in the undue break-up of families of ethnic minorities and indigenous peoples and the often very significant over-representation of their

children in ‘alternative care’ arrangements. High numbers of children of Indian tribes in Canada and of Aborigine communities in Australia, for example, were being removed from parental care for placement in residential facilities or, in some cases, adoption. Similarly, in 1973, it was discovered that children of the nomadic Jenisch communities in Switzerland had been arbitrarily removed from parental care up until the 1950s, with a view to tackling ‘vagrancy’, and placed with foster or adoptive parents or in institutions. While the excesses of these policies may have been eliminated, the problem is apparently far from being resolved: ‘Despite representing only 5% of the child population, Aboriginal children account for an estimated 30-40% of children’ in care (Blackstock and Alderman, 2005).

Finally here, it is also worth noting how other, closely-linked, forms of discriminatory practice have now been shown to have played their part in dictating child-parent separation. With the increasing emphasis that has been placed on examining the case-by-case justification for out-of-home placements, it has been demonstrated in industrialised and developing countries alike that poverty is still all too often the sole or fundamental reason for either the parent or the state to resort to alternative care settings (Faujour *et al.*, 2004).

2.3 All in all...

It would be difficult to exaggerate the rapidity and degree to which the landscape has been transformed over this 60-year time-span, and thus the extent of the challenge that organisations have faced in order to adjust to the changing scenery. Even armed conflict, which might be viewed as an apparent ‘constant’ throughout the period, has altered fundamentally in both its nature and its consequences for children.

Thus, for example, after a full five centuries of colonialist policies, the vast majority of the targeted countries achieved independence, in name at least, within just thirty years of the end of the Second World War. The post-war expansion of the Soviet Union and the establishment of communist regimes in many other Central and Eastern European countries collapsed within 45 years.

During this time, we have witnessed the birth of ‘development’ and ‘human rights’ as international issues. In addition, development has moved from being founded on the idea of financial assistance for donor-determined projects to the objective of supporting sustainable initiatives that value human beings as much as economic growth. And, for the first time, we have seen explicit recognition that children too are rights-holders. This somewhat novel

approach has underscored and influenced the evolution, foreseeable in itself, in attitudes towards children and policies regarding those who might need special protection.

In the midst – and sometimes partly as a result – of all this has come a series of new phenomena, such as HIV/AIDS, and unaccompanied children crossing borders, that have forced us to take an urgent and critical look at how we deal with child care problems.

As FICE reviews its past and prepares for its future, two things at least are clear: children have now climbed high on the international agenda, and their appropriate out-of-home care, when this is required, is no longer desirable – it is quite simply their human right.

Geneva

7 March 2007

Notes

- 1 Although they were adopted by the UN General Assembly in 1966, they only came into force 10 years later.
- 2 US State Department figures for Financial Year 1989 show that 3,544 out of 8,102 children adopted from abroad were Korean.
- 3 http://www.adoptkorea.com/Choosing_Korea/Choosing_Korea.htm
- 4 The IUCW folded in the mid-1980s following, in particular, the withdrawal en bloc of its founding Save the Children members. The latter set up their own Alliance which quickly became a more rights-oriented grouping than the Union had been.
- 5 It became a specialised agency of the Organisation of American States in 1949.
- 6 Examples are the Waterhouse Inquiry's Lost in Care report on North Wales (Department of Health, 2000), Ireland's Commission to Inquire into Child Abuse, and the Casa Pia affair in Portugal, the last two concerning allegations of institutional abuse stretching back over several decades.
- 7 Notably Recommendation (2005)5 of the Committee of Ministers of the Council of Europe on the rights of children living in residential institutions. At the time of writing, the Government of Brazil is also spearheading an initiative to secure UN guidelines on alternative care for children, which would take a similar stance.

Part I History

3

In the beginning

3.1 Child victims of the Second World War

In the aftermath of the First World War, the Save the Children Fund (1919) and the International Save the Children Union (1920) were established and in 1938, at the 16th International Congress of the Red Cross, a resolution was passed on protecting children from the effects of war. But during the Second World War the children and young people of the warring countries were the section of the population most damaged by it.

A survey carried out by the Institute of Social Hygiene in Warsaw immediately after the War found that 58 per cent of Polish children had been displaced and another survey in 1946 found that over 20 million children in Europe had no roof over their heads (Table 3.1) (Brosse, 1950a). Many turned to delinquency, some of it linked to insecurity, some to the lack of supervision from parents absent on war related work and some, which may have been encouraged by parents, to obtain food or other essential items. Where young people had been recruited into resistance movements or had obtained weapons abandoned by troops, they might use them individually or in groups to obtain food

1.3 million	France
8 million	Germany
6.5 million	Russia
1 million	Hungary
2 million	Yugoslavia
3 million	Italy

Table 3.1: Children with no roof over their heads in 1946 (Brosse, 1950b, p24)

and other necessities. Delinquency more than doubled in Belgium and Italy and quadrupled in Finland. Child prostitution, some of it encouraged by parents, increased as part of bartering for goods on the black market during and after the war and may also have been encouraged by the presence of foreign troops after the war (Marcus, 1947).

Problems of delinquency were not confined to the war-torn countries; in the UK and US young people who had become financially independent very quickly through working to support the war effort were less prone to respect adults (Marcus, 1947).

A third of children in Germany had lost their fathers in the War and European countries from Greece to Finland all reported having thousands of true orphans, that is, those who had lost both father and mother.

Estimates at the time suggested that there were 250 million starving children in the world, of whom 60 million were in Europe and 65 million in China; when the International Children's Emergency Fund was established, it was planned to help 20 million children but it only received funds sufficient to care for 4 million children while the rules of the International Refugee Organisation meant that it had to exclude certain groups of starving children from its work (Brosse, 1950b).

Among the starving children were:

- children who had been displaced, sometimes within their own countries, sometimes to other countries,
- orphans and
- neglected and delinquent youngsters who presented educational problems.

Some had been displaced by the course of the War, some had been transported by government decisions and some had become refugees after the War. Most were no longer in settled communities, but mixed with children from other countries and cultures with other languages. Some had been moved to foster families in another country during the War and, though they were in settled communities, had been removed from those families and communities. Tensions and fights between local and displaced children were taking place all over Europe.

Most of the children in the occupied countries had missed out on education; if not destroyed, schools had been turned into propaganda institutions for the regime or a source of cheap labour for the war effort; teachers were often

regarded as intellectuals and shot and books were destroyed to enforce the new regime's doctrines. Absenteeism was also rife among other things because children lived too far away to walk to the remaining schools (Marcus, 1947).

Typically malnourishment had delayed children's growth, disabilities had gone unrecognised and untreated, tuberculosis was on the increase and the facilities to care for children with disabilities were under great strain. However, all those who had studied the needs of 'war-handicapped' children agreed that their psychological problems were the same and that the same remedies were likely to be effective in all countries. These children had been affected not so much by the physical privations of war or the terror of bombing but by the loss of familiar adults and they needed the security of a permanent environment. In this situation schools of any sort could provide the familiar adults which the child needed provided they were prepared to take on board all the needs of the child (Brosse, 1950b).

In the UK, the Netherlands and the Scandinavian countries, placing children with foster parents was the preferred way forward but problems with this approach had also been identified:

- difficult behaviours, such as bed-wetting, which some foster parents had difficulties dealing with
- lack of comprehension by the foster parents of what children had gone through
- taking a foster child as a replacement for a 'lost' child and expecting the child to live up to the ideal of the 'lost' child
- insisting on using a name which the child was uncomfortable with and
- the emergence of a mental or other disability undiagnosed at the initial placement

all of which might lead to the eventual breakdown of the placement (Brosse, 1950b), a particularly unhelpful outcome for children already scarred by the War.

To the children who were homeless as a result of the War were added those children who had been accommodated by families during the War but who found their behaviour after the end of the War too difficult to cope with and handed them over to the authorities (Brosse, 1950b).

3.2 The creation of children's communities

In most countries affected by the Second World War there were insufficient families for fostering to be considered the only approach and the existing network of orphanages had been overwhelmed by the rise in the number of orphans. So a wide range of initiatives from holiday camps to children's communities were developed to help these war-handicapped young people – often independently of one another and without financial resources in Germany, France, the Netherlands, the United Kingdom, Italy, Poland, Switzerland and Hungary. The children's communities were given various names: children's villages, children's towns, children's republics, children's homes or youth settlements. Some of the establishments which had tried to cope with the effects of the War on children were established organisations working within the traditions of people like Johann Wichern (1964) and *Das Rauhe Haus* near Hamburg, Frédéric-Auguste Demetz who had founded *La Colonie Agricole* at Mettray (Balbernie, 1972) or Mary Carpenter (1853) who had founded Kingswood near Bristol. Some, like the *Swiss Home*, at Pringy, Haute-Savoie which cared for Spanish war orphans had been set up during the War; some, like *Gaudiapolis* found by Father Gabor Stehlo in Budapest in January 1945, or the Jewish Children's Village at Apeldoorn, Netherlands, had been set up at the end of the War to accommodate displaced children.

Alongside these projects the *Fédération des Rayons de Soleil* was developing its distinctive programme of placing a number of family houses in an expanding village so that, rather than living in a separate 'village' or 'town,' the children could become part of an existing village and be fully integrated into society through that experience.

Among the many innovative projects were the *Children's Town* at Hajdúhadház, Hungary, set up in 1946 and largely refurbished by the young people themselves, where work, choral singing and a degree of self-government were features of the Town, the *Children's Village* in Rome which had grown from a project to involve better off children in providing a soup kitchen for displaced children into a self-governing community with an elected Mayor, Judge and Banker which children were free to join and leave (Rivolta, 1948) and which owed some of the inspiration for its development, through Don Daniele Goens, to Father Flanagan's *Boys Town* in the USA and the *Pestalozzi Children's Village* in Trogen, Switzerland.

The initiative for the *Pestalozzi Children's Village* had initially come from Walter Robert Corti who, recognising that fostering alone could not meet the demand and wanting something that would promote peace, had in 1944

written an article proposing to turn disused military establishments into children's villages. Rodolfo Olgiati, soon to become head of the 'Swiss gift' (*Don Suisse* or *Schweitzer Spende*) which for three years channelled funds to a number of projects in the formerly warring countries, had already worked on a similar project for Spanish children and on 26 September 1944 the Action Committee for a Pestalozzi Children's Village was established; on 15 January 1945 the *Pestalozzi Children's Village Foundation* was constituted with the formal aim of bringing together displaced children from all the war-torn countries in Europe into a village where they could live in harmony. In spite of arguments over the size and shape of the project, the village in Trogen had attracted considerable international interest by the time it opened on 28 April 1946.

But perhaps the most interesting development from a FICE perspective and the one which has the greatest claim to have changed the course of FICE's history was the *Children's Republic* at Moulin-Vieux. A group of teachers who had been providing voluntary support since before the start of the War to a colony of Spanish refugee children took over responsibility for it in 1943 when they also took in twenty children from bombed districts of Marseilles and later another hundred children whose parents had either gone into the resistance or were on the run from the Germans. They managed to move this group to a number of safe locations and to continue their education in the course of which they made a number of experiments with limited self-government. At the end of the war many of the children were able to move on but in the summer of 1946 the remaining 60 or so children who had nowhere to go proposed full self-government and moved into the hamlet of Moulin-Vieux, near Lavaldens, Isère to set up a *Children's Republic* (Brosse, 1950a).

Although the educational concepts and characteristics that individuals and voluntary bodies brought to the founding of these establishments varied, they had one thought in common: raising war-handicapped children called for new educational ideas, in particular group or co-operative education, so that these children would be raised as a new generation filled with hope for peace and capable of international cooperation. The emphasis on education was partly inspired by what the children said; in many, mostly rural, areas of Europe classes had been held in secret after the country had been invaded or the local school bombed and children who came out of concentration camps were eager to resume their education; others rejected traditional education, wanting more vocational training, and the introduction of more vocational elements into education in children's communities in Italy had led to dramatic, and unexpected, improvements in the children's attainments.

3.3 The New Education Fellowship

The *New* (now *World*) *Education Fellowship* (NEF) had been founded in 1921 at the first international pedagogic conference in Calais organised by Beatrice Ensor. She had, like Elisabeth Rotten and Adolphe Ferrière, come under the influence of the educational reform movement of the late 19th and early 20th centuries and she wanted to unite those working in state and independent schools in winning the peace. The three became Directors of NEF and editors of their respective language versions of *The New Era* in *Home and School*, the Fellowship's journal.

The formation of a Polish section in 1927 brought Bernard Drzewieski into the Fellowship as Secretary of the Polish section. With the rise of totalitarian regimes NEF activities became concentrated in Sweden, Switzerland, to which Elisabeth Rotten had fled, the US, where Carlton Washburne, the International President of the Fellowship, lived, and the UK, to which Bernard Drzewieski had fled and where Peggy Volkov, now the English editor of *The New Era*, worked for Joseph Lauwerys, another member of NEF, who was to chair the CAME Commission of Enquiry into the 'special educational problems in the liberated countries' (Section 3.5).

Among the seven principles of NEF, the principles of 'self-management' and of building citizens of the world were to reappear in the resolutions at the end of the Trogen conference and a FICE circular of 19 August 1949 (Knöpfel Nobs, 1992, p175), now presumed lost, acknowledged NEF as its forerunner and set out its commitment to the New Education.

3.4 The International Study Weeks

The International Study Weeks for the War-handicapped Child (*Semaines d'Etudes Pour l'Enfance victime de la Guerre* - SEPEG) arose out of a suggestion from the psychologist, Oskar Forel, that Swiss psychologists should consider what they could do to help those in war damaged countries - already a lively discussion point among the Swiss. It was taken up by Heinrich Hanselmann, Professor of Psychiatric Social Work at Zurich University and President of the International Association of Psychiatric Social Workers, who unilaterally announced in 1944 that there would be a conference of psychiatric social workers in 1945. With the support, among others, of Lucien Bovet of the Lausanne Child Health Department and Rodolfo Olgiate, representatives of 18 countries (17 turned up) were invited to a two week conference from 10-22 September 1945 in Zurich under the title *Pro Juventate mundi* (For the children of the world) to look at the social, psychological, psychiatric, legal and cultural needs of children.

During this conference Anna Siemsen, the former Professor of German and Child Care at the University of Jena, read a paper in which she proposed using children's villages as 'reception centres' while Elisabeth Rotten, Walter Robert Corti and Hans Fischli (the architect) outlined their plans for the Pestalozzi Village in Trogen. At the suggestion of Rodolfo Olgiate, heads of children's communities were invited to the second conference in 1947. Apart from Walter Robert Corti, who was absent in the USA, Mr M. Stockalper and Father Gabor Stehlo, who submitted a paper to the Trogen conference, the heads of children's villages who attended SEPEG in 1947, Ernesto Codignola, Robert Préaut, Don Antonio Rivolta and Margherita Zoebeli, were also at the Trogen Conference.

Smaller meetings were held in Rome, Rimini, Milan and Heidelberg and books were sent to schools in France, Italy, Poland, Austria and Greece (Marcus, 1947).

3.5 CAME and the founding of UNESCO

At the invitation of the English Secretary of State for Education, R A Butler, in 1942 the Conference of Allied Ministers of Education (CAME), comprising the Ministers of Education of governments in exile in London, met regularly from 1943 to 1945 to consider how to restore the educational systems that had been destroyed by the war. Initially, the US and the USSR sent observers but the US became a full member in 1944.

On 17 January 1945 CAME received a paper 'Human Rehabilitation of Children and Young People' which argued that too much attention was being paid to the material aspects of war damage and appointed a Commission of Enquiry into the 'special educational problems in the liberated countries.' The Chair of the Commission, Joseph A Lauwerys, travelled to Switzerland in September 1945 where he attended SEPEG and met Walter Corti and Elisabeth Rotten who briefed him further about the plans for the Pestalozzi Village in Trogen.

CAME was formally closed at a conference on 1 November 1945 in London under the chairmanship of the new Secretary of State for Education, Ellen Wilkinson, who had been appointed following the British General Election that year. A Preparatory Commission was appointed to work alongside the officials of CAME to plan a smooth handover to the 'United Nations Specialised Agency for Education, Science and Culture' (soon to become UNESCO) while Bernard Drzewieski who had, as a member of the Polish delegation, made an impassioned plea for material aid to be included in the new

organisation's remit, was rewarded with the decision to set up the Reconstruction Department and with being appointed its head. At the Preparatory Commission meeting on 26 January 1946 a proposal to the first General Conference of UNESCO was formulated 'To study the educational problems of handicapped children,' a task carried out by Dr Simone Marcus.

However, unlike the United Nations Relief and Rehabilitation Agreement (UNRRA) set up in 1943, UNESCO had been given no resources to carry out its task and was expected to be largely a coordinating body. At a conference on 13-15 February 1947 to which 42 voluntary organisations, including those from neutral Switzerland, had been invited by UNESCO the Temporary International Council for Educational Reconstruction (TICER) was formed. In the summer of 1947 Bernard Drzewieski visited Trogen and came back with the idea of setting up an organising committee to manage the children's communities which were springing up all over Europe.

At its Second General Conference in Mexico City in November 1947 UNESCO received a preliminary report from Dr Marcus (1947) and instructed the Director General:

1.7.1. To draw up a plan of study and action on the educational problems of war-handicapped children, in collaboration with the national and international organisations concerned:

1.7.2. To obtain from experts in different countries information and factual reports, and to institute a field survey of the most significant experiments made in that field;

1.7.3. To analyse the documents and draft a report (UNESCO General Conference, 1948).

This report was completed by Dr Thérèse Brosse (1950b) of the Education Department. Children's villages fell between two departments, the Reconstruction Department which was responsible for materials and finance and the Education Department which was responsible for children's development.

On 4 February 1948 there was a meeting to discuss in a preliminary way the proposed UNESCO programme in the field of children's villages; when this was reported to TICER in March, Rodolfo Olgíati, who was present representing *Don Suisse*, contacted Elisabeth Rotten who used her extensive international contacts to generate enthusiasm for the idea enabling Bernard Drzewieski to obtain approval for the financing of the project from Julian Huxley, the General Secretary of UNESCO, on 31 May 1948. In his briefing Bernard Drzewieski was still thinking of a coordinating committee of

directors of children's villages which would collaborate with UNESCO on a joint campaign for funds, joint provision of supplies and the exchange of educational experiences (Drzewieski, 1948).

3.6 FICE is founded

At the invitation of the *Pestalozzi Children's Village Foundation*, the International Conference of Directors of Children's Villages and other interested persons took place at the Pestalozzi Village in Trogen, Switzerland, from July 4-11, 1948. There were fourteen staff representing eleven children's villages, eleven experts, four participants from other organisations and twelve observers; eleven UNESCO member states were represented.

It was decided to hold only plenary sessions so that everyone could be involved in all the discussions; the conference was in three parts:

- reports from children's villages and time for delegates to share in the life of the Pestalozzi Village
- presentations by experts and
- study sessions on topics not addressed in the first two parts.

A year later René de Cooman was to describe those sessions as 'exhausting discussions throughout the whole day' (Comité de direction, 1949a, p15 *My translation*).

In his opening remarks Bernard Drzewieski posed two questions:

- what are the essential aspects of a children's village? and
- what qualifications do those working in children's villages need?

Don Antonia Rivolta (1948), founder of the *Villaggio del Fanciullo*, Civitavecchia, Rome, opened for the Directors, followed by Zsigmond Adam, Director of the *Children's Town* at Hajdúhadház and Henri Julien from the *Children's Republic* at Moulin-Vieux. He was followed by Georges Bourguet, Co-Director of the *Rayon de Soleil*, Pommeyrol, describing a rather different approach before

- Giorgio Jachia described the *Città dei ragazzi*, Turin
- Mr de Gronckel the *Foyer des orphelins*, *Cité Joyeuse*, Molenbeek
- Ernesto Codignola the *Scuola-Città Pestalozzi*, Florence
- Roger Vidonne the *Swiss Home* for Spanish children at Pringy, Haute-Savoie

- Robert Préaut the *Hameau-Ecole de l'Île-de-France*, Longueuil-Annel
- René de Cooman the *Cité d'Enfance* at Charleroi
- Barbara Stratesky the *Giardino di Infanzia Italo-Svizzero* at Rimini
- Elisa Mendès da Costa the *Children's Village of Kfar Jeldiem Iltanah* a foundation for 500 Jewish children at Apeldoorn in the Netherlands
- Annamaria Principalli the *Convitta della Rinascente* in Novara which had been set up to take war orphans from Milan and
- Arthur Bill the *Pestalozzi Children's Village*.

A report from Gabor Stehlo about the *Children's Settlement of the Pax Social Foundation* in Budapest was read out and the delegates went off to share in the life of the Pestalozzi Village.

Gwendolen Chesters (1948) kicked off for the experts by describing the experiences of two children who had been rounded up and sent to another country where they had been separated from anyone they knew; at the end of the war they were separated from those they had come to know and returned to their home towns but their families had been killed and no-one was interested in them. She then went on to comment on

- the unusual protectiveness which some children developed in the concentration camps (which was later to be documented by Freud and Dann, 1951)
- the impact of the betrayals that some children made in order to survive
- the techniques some had had to learn to survive
- the bitterness some felt though others had received letters from their families telling them that 'hate and bitterness could not help' (Chesters, 1948, p6)
- their unrealistic expectations now the war had ended
- their willingness to help and courtesy in spite of everything
- their desire for learning and
- their suspicion of others.

She concluded by mentioning some of the difficulties the children had encountered like having no possessions of their own, having to do chores because of the lack of staff, which also meant that they did not get individual

attention, and finding normal things like reading instructions difficult because they were so far behind in their schooling.

Marie Meierhofer and Roman Hrabar commented on the particular experiences of those Polish orphans who had been born Poles but brought up as Germans and then found themselves Poles again. Marie Meierhofer described the various responses of the children at the Pestalozzi Village, from recreating war experiences in their games to aloofness, from aggression to clinging to their carers. She agreed with Gwendoline Chesters that emotional privations had had much greater effects on children than physical ones and commented that many were still going through developmental stages which they should already have completed.

Peggy Volkov (1948) focused on the broken and conflicting loyalties that the war had brought for many children and how one could help them rebuild that loyalty; she expressed concern that in Great Britain preparation for the implementation of the 1948 Children Act included forms with 'NAMES AND ADDRESSES OF FOSTER PARENTS' on them and space below for six addresses suggesting that the 'authorities will need a great deal of education in their very delicate task of providing war-handicapped children with a stable foster home' (Volkov, 1948, p5).

However, she could also see a number of pitfalls in choosing communities as a way forward – the shortage of suitable staff who were prepared to offer the continuity and relationships that children needed, finding ways of enabling children who had missed out on childhood to experience it, giving children a vision for their future and what communities would do if a child rejected what they had to offer.

André Rey (1948) looked at the effects of war on children, commenting that, because different children were affected differently and the effects persisted for different lengths of time, each needed an individual assessment. Care had to provide security and reduce feelings of loss, revenge or victimhood. He argued that, once children had recovered sufficiently, they should move into foster care or ordinary boarding schools but recognised that that would deprive children's villages of the 'cream' of their population and create a new set of problems for them. However, he feared that bringing children up in villages without contact with normal family and community life would handicap them for the future.

Guy Ryser (1948) then described the international course for care staff set up in Geneva in 1944 by a group of charities to train staff to care for children after

the war. The initial recruits came from internees in Switzerland who had some rather strange ideas about what child care might involve. The nine month course had so far trained 250 people; it included practical work in a children's home but above all encouraged students to manage their own learning and not to rely on being told what to do; in this way they truly understood how to build communities of interest in order to achieve something.

Ernesto Codignola argued for a new approach to education which avoided 'the passive transmission of skills and information' and the replacement of wisdom with pretentious dreams (Brosse, 1950a, p33) and Carleton Washburne (1948) defined modern education as addressing the physical and emotional needs of the child in a way which provided the child with the security to join groups and become socially integrated; from that they could develop their individuality, their communication skills and their social consciousness.

Everyone agreed on the shortage of suitable training for staff and some of the efforts to meet this shortage were discussed before the group turned to the vexed question of family versus community placements. Hans Hoxter (1948) began by saying that, while placement with a relative or a foster family should be considered first, the suitability of the child and the family had to be established and there had to be follow-up support. There were many children for whom this would not be practicable but, whatever the placement, children should be able to retain contact with siblings and relatives, access local services in the community and receive after-care. He concluded with some observations on the need for cooperation between central and local government, voluntary organisations and the media.

Brosse (1950a) identified four key issues from the ensuing discussion:

1. dealing with aggression
2. loss of identity
3. social reintegration and
4. the restoration of spiritual values.

The conference then moved on to discuss self-government and international understanding. The children's communities at Hajdúhadház in Hungary, Rome and Florence in Italy and Moulin-Vieux in France all practised forms of self-government in which young people were the elected officials of the community while the community at Novara, in Italy, had a regular consultative forum. Though Brosse reports that the young people at Moulin-Vieux had criticised the children's community at Hajdúhadház for following adult models of government, 'Adult societies are so imperfect that there is no need

to copy them' Brosse (1950a, p54), she notes that most of the problems with such approaches occurred when people departed from the spirit of self-government or attempted to use them with children or young people whose learning disabilities were too severe for them to respond positively to this approach. Self-government, she suggests, is part of self-education or finding things out for oneself and prevents a child from growing into a 'mediocre adult who imitates and appropriates, in order to compensate for his own incomplete development' (Brosse, 1950a, p56).

Delegates shared various ideas for improving international understanding including the Pestalozzi Children's Village, changes to education, the sharing of ideas across international boundaries and the proposal from the young people at Moulin-Vieux for a meeting of children from the different children's republics to parallel the meeting of adults at Trogen.

But the practical outcome was a series of resolutions debated on Saturday, 10 July 1948

- defining children's communities
- setting up the *Fédération Internationale des Communautés d'Enfants* (FICE)
- thanking UNESCO, Bernard Drzewieski and all those who had organised the conference for their contributions
- outlining how those who had attended would take the ideas forward
- calling on UNESCO to press for the protection of children in international law and
- appointing the first officers of FICE.

The term 'children's villages' was deemed too constraining and so the term 'children's communities' was adopted for the definition:

By 'Children's communities' are meant permanent institutions for education or re-education, based on the active participation of children or young people in the life of the community and in the application of modern educational methods – institutions in which family life is in various ways combined with forms of community life (Brosse, 1950a, p66).

But the words 'community,' 'active participation of children' and 'family life' were to cause endless controversy even after the definition was revised at the Lyons General Assembly (1950c).

The main goals of this new organisation were to work closely with UNESCO in exchanging specialist information, spreading the new ideas about children's communities and being an instrument of cultural exchange and understanding between different nations. Because UNESCO had no funds, the *Pestalozzi Children's Village Foundation* offered 10,000 Swiss francs as pump-priming for the organisation, though this was not in fact handed over until May 1949; so Elisabeth Rotten and Marie Meierhofer paid for the early work of the Secretariat out of their own pockets.

At the TICER meeting on 6-7 September that year, the first President of FICE, Robert Préaut, reported an impressive list of initiatives including the international camp at Moulin-Vieux, cultural exchanges and a documentary film. But, as Brosse (1950b) shows, FICE was just one of many organisations involved in post-War reconstruction, it did not have the resources to support its ambitions and it soon found it had a struggle to find ways of meeting the needs identified at its foundation.

4

The international camps

4.1 The camp at Moulin-Vieux

When the children at Moulin-Vieux heard that Henri Julien had been invited to attend the Conference at Trogen, they considered what they could do:

Margot

You know, this summer UNESCO is going to invite about forty GROWN UPS who know all about our Children's Republics and our New Education.

Denis

Hey, Papa Torchok [Monsieur Julien] was invited to go there because he's a specialist. Suppose we got him to tell the Congress all about our ideas, so we can have a meeting too, with delegates from all the Children's Republics, and swap ideas.

Tato

No, that's not enough. Let's go much further than that. Why not set up a World Federation of Children's Republics (UNESCO Courier, 1949c).

According to the UNESCO Courier the community at this time consisted of thirty French, six Spanish, six Italian, one Croatian, one Polish and four Eastern Mediterranean children.

What the young people got was not a parallel meeting nor a World Federation but an international camp planned by the Juliens and their colleagues. The idea was discussed at the first Management Committee after Trogen but the problem was where to get the money; they turned to Louis François, then General Secretary of the French UNESCO Commission, who decided in conjunction with the Ministry of Foreign Affairs that it could not be at Moulin-Vieux because the Juliens were communists. So Louis François went to

Moulin-Vieux to tell the young people that the camp would be held at Dieulefit.

They demolished his arguments; so he confronted the Juliens with the problem of their being communists and they stressed that they had never sought to inculcate any political views in the children beyond the need for people to learn how to live in peace. He was later to say: 'I am conquered by the personalities of the Juliens. I admire the reflective, disciplined, democratic attitude of the children. That is why I promise them that the camp will be held at Moulin-Vieux...' (François, 1979, p34 *My translation*). Louis François was as good as his word and the Management Committee and the French UNESCO Commission, later joined by the newly founded French National Section, the *Association Nationale des Communautés d'Enfants (ANCE)*, could get on with organising the camp.

Apart from finding the children, they had to be transported and fed, along with the volunteers who were to be recruited to assist the Juliens. At Louis François' suggestion an appeal to French schoolchildren was made which raised 150,000 Francs, about half the cost, and the rest came from radio and newspaper appeals. The UNESCO Courier ran several stories about the camp each followed by an appeal for donations.

By June they had had responses from Belgium, Austria, Holland, Switzerland, Italy, Greece and France but were wondering about taking Czech and Polish children living in France as they had not had a positive response from the Czech and Polish governments. The Management Committee spent a considerable amount of time looking at the detail of the organisation of the camp in the course of which the tensions between the traditionalists, represented by Robert Préaut and Ernesto Codignola, and the modernists, represented by the Juliens and Mr Richard, over the extent to which children should be granted 'self-government' were evident, as they had been in the previous agenda item on a children's journal (Comité de direction, 1949a).

The following month the UNESCO Courier could report that French children had covered half the cost of the camp and that children from sixteen European countries would be participating (UNESCO Courier, 1949b). They lived together for two weeks in a miniature United Nations. Very few of the 43 children who attended spoke French, they had not been to a children's community and the notion of self-government was strange to them. After the camp, a number of the children visited Paris and UNESCO House and were entertained by members of ANCE who were greatly impressed by them.

In his report to the General Assembly on 12 October 1949 Henri Julien noted the tremendous amount of work done by the young people at Moulin-Vieux, assisted by the volunteers, before the camp but regretted that not all the 43 children from abroad had come from children's communities. A number were clearly depressed and they had found it difficult to adapt to the way Moulin-Vieux was run though, judging from the letters received after the camp, it had been a great success (General Assembly, 1949a).

The report from Maurice Dubois, the independent observer, set out the difficulties as well as the successes achieved by the camp and Bernard Drzewieski drew the conclusion that the camp had exposed the advantages gained from their experiences by the young people of Moulin-Vieux compared with those of many of their visitors. This provoked an animated debate on the use of international contacts and camps which Louis François wound up by declaring that Moulin-Vieux was living proof of the value of 'active participation' by children (General Assembly, 1949a).

In spite of the recognition of the problems in the General Assembly minutes, Henri Julien was later to criticise some of the language used in the subsequent Management Committee minutes to describe the camp as trying to hide the reality of the difficulties (Comité de direction, 1950b).

The children at Moulin-Vieux continued to play an important role in FICE and UNESCO activities; in 1950 they featured in an article about UNESCO's relief assistance (UNESCO Courier, 1950b), they visited the camp at Sanem, they presented an evening's entertainment for the people of Lyons after the Lyons Study Days (Section 5.7) and, along with other children's communities in France and Italy, they were visited by a UNESCO Broadcasting Caravan to tell their story (Le Courier, 1951).

4.2 The camp at Sanem

The next proposal came from the *Fédération des prisonniers et déportés de Luxembourg* to the Charleroi General Assembly to hold a camp at Sanem Castle in Esch-sur-Alzette, Luxembourg. This was supported by the association of *Instituteurs réunis*, who raised the money for the food for the camp, the Young Red Cross, the Ministry of Social Affairs and the local authority which planned to open a children's community there and saw inviting both staff and children from other communities to an international camp as a way of getting an immediate injection of new ideas into its new children's community. Edouard Barbel attended the February 1950 Management Committee to brief FICE on the proposal. The local authority offered to sponsor

the camp if FICE would take on the responsibility for organising it. The local organising committee saw itself as the potential nucleus for a National Section in Luxembourg (Comité de direction, 1950c).

The proposal was agreed and responsibility within FICE was given to a newly formed Technical Sub-Committee under the chairmanship of Ernest Jouhy. FICE France set aside three sessions of its General Assembly to plan the camp in detail and invitations were sent to children's communities, FICE National Sections and correspondents and also to the authorities in Eastern Europe. 180,000 Belgian francs (15,480 Swiss francs) were raised from children in Luxembourg to support the camp but that wasn't enough to cover all the costs of transportation and so on and Peggy Volkov, the President, suggested cancelling the camp. In the end there was a contribution of 809 Swiss francs from the UNESCO Reconstruction Department which was dwarfed by a gift from the UNESCO Staff Association of 1,915 Swiss francs. FICE France contributed 70,000 French francs (875 Swiss francs) while a raffle run by a children's community in Pisa generated 325 Swiss francs.

In July Ernest Jouhy and Miss Sviggum from UNESCO visited the site and on 23 July ten French and seven Italian young people arrived as an advance party to prepare the site. The plans were formally approved at the 25 July Management Committee.

The young people were accommodated in dormitories within the castle and, with the support of Edouard Barbel who took responsibility for external arrangements, a team consisting of Ernest Jouhy, Mr and Mrs Oth (Luxembourg), Miss Luciana Nahnias (Italy), Mrs Lloyd (England), Mrs Rachwall (France), a cook and a domestic ran the camp. The children were divided into groups responsible for

- the domestic arrangements (rather euphemistically named the 'Technical Committee')
- singing and drama
- research
- receiving guests
- evening entertainment
- sport

The research committee was responsible for documenting the camp in a variety of ways but also completed surveys of the castle and village of Sanem

and of the country of Luxembourg as well as renovating a room in the castle for the use of the planned children's community.

The young people from Moulin-Vieux made a two day visit during which they collaborated in a performance in Esch; other events mounted by the young people included an evening for the people of Sanem and a farewell party. They went on excursions to the north of Luxembourg, to the city of Luxembourg and to the Moselle Valley and received visits from various Ministers, local officials connected with education or with UNESCO, most of the FICE Management Committee, a group of about thirty teachers from Luxembourg, some of the staff and young people from a children's community in Nancy and the UNESCO Courier (UNESCO Courier, 1950a).

Forty two young people aged 14 to 18, with an average age of 16 years 1 month, from over twenty different children's communities in Austria, Belgium, France, Germany, Great Britain, Italy, Luxembourg, Netherlands and Switzerland attended. Sadly there was no-one from Eastern Europe or Scandinavia and, at the end of the camp, the young people issued an appeal to all young people to join them in preventing another war between them and in developing a sense of responsibility within children's communities and of cooperation between them (Fédération Internationale des Communautés d'Enfants, 1950b).

In presenting his formal report to the Lyons General Assembly (1950b) Ernest Jouhy noted that this had been a joint FICE/UNESCO project and added that language barriers had not been a problem, everyone had worked very hard, there had been good feedback and the final discussion chaired by a young Italian had led to the decision that there should be another camp in 1951 and that three of the communities would work towards providing a secretariat, publications and publicity for that camp. Mr Barbel added that a short film and a photographic record of the camp had been made.

Later that year the planned children's community *Kannerschlass* was opened with Ferdinand Oth as director and Edouard Barbel as secretary of the school commission and remained a member of FICE until at least the 1970s (Commission spécialisée Educateurs et Personnel, 1974).

4.3 The camp at *Odenwaldschule*

In line with the suggestions of the young people who had attended Sanem, the working group at the Lyons General Assembly received a report recommending that the organisation of the 1951 camp should be entrusted to the young people. The secretariat would be at the children's community at

Bilthoven in the Netherlands, the editorial board would be at the *Renaissancie* children's community in Rome and printing would be undertaken by the children's community at *Odenwaldschule* in Germany (Commission E: Commission des plans du Camp international d'Enfants de 1951, 1950).

When the plans were discussed at the January 1951 Management Committee, Austria was selected as the location in part to inspire a local National Section but FICE was faced with opposition from Hermann Gmeiner who had attended the Lyons Study Days but had recently founded *SOS-Kinderdorf*. In May it became clear that they had nowhere to go but a month later, possibly as a result of the successful training course for German and French staff organised by Jean Roger of FICE France and Franz Hilker of NEF alongside the conference for the newly formed German section of NEE, Ludwig Metzger, the SPD Education Minister of Hesse, gave his blessing to a camp at *Odenwaldschule*.

Paul and Edith Geheeb had founded *Odenwaldschule*, near Heppenheim, in 1910, which meant, as Louis François pointed out at the Königstein Congress (1971), that it predated both Father Flanagan's *Boys Town* in the USA and Anton Makarenko's establishment in the Soviet Union, and Rodolfo Olgiati had worked for them there but in 1934 they had relocated to Switzerland where they opened *L'Ecole Humanité*. The school was taken over by the Nazis and became a state boarding school but after the war it reverted to its original principles. Peggy Volkov, as President, managed to get some children from *Odenwaldschule* to the camp at Sanem in 1950 so that, when the new Director, Kurt Zier, was appointed in 1951, he had links to FICE through the young people's involvement in the plans for the 1951 camp.

Young people from Austria, Belgium, Finland, France, Germany, Italy, North Africa and the Netherlands attended the four week camp which was run in much the same way as the camp at Sanem. Among those from Germany were some recommended by Rolf Lehnartz from Munich whom Elisabeth Rotten had invited to attend the Charleroi Conference in 1949.

The report on the camp suggested that this had been the best of the three and looked forward to the smooth running of the fourth camp the next year but it was not to be, for reasons which are unclear. However, the link between *Odenwaldschule* and FICE led to Kurt Zier being invited as a guest to the Strasbourg Congress in 1952.

4.4 Reflections on the camps

With hindsight it is easy to see that bringing young people together and helping them to construct a community as Ernest Joughy did in 1950 was always going to be easier than inviting children with no experience of living in a community to join an existing community as the Juliens had attempted in 1949. In addition, Ernest Joughy benefited from Peggy Volkov's decision to delegate responsibility for the camp to a sub-committee, thereby avoiding the detailed examination of the plans by the Management Committee which had obviously irritated the Juliens the year before (Section 5.6).

The Juliens and Ernest Joughy had demonstrated what could be achieved in the long and the short term with the 'active participation' of young people and the upbeat report of the third camp suggests that even greater success had been achieved at *Odenwaldschule*. Bernard Drzewieski certainly believed that the camps had contributed significantly to international understanding and solidarity between countries and were a mark of FICE's commitment to the ideals of UNESCO (Knöpfel Nobs, 1992, p161). Perhaps there was no-one to replace Ernest Joughy after he took on the responsibility for staff training at the 1951 Florence General Assembly (Section 7.2); perhaps dropping the commitment to 'active participation' from the Lyons Statutes (Section 5.7) had taken away the motivation to show what could be achieved with the active participation of young people.

Though this ended the involvement of FICE International in such camps, the National Sections of Eastern Europe were to revive them as part of a range of ways of enabling children and young people from different countries to develop international understanding (Section 16.3) and they were revived again in 2000 following the conflicts in the Balkans as part of the *Dialogue in South East Europe* project (Section 13.2.2).

5

An association of children's communities (1948-1950)

Bernard Drzewieski (1948) had envisaged setting up a co-ordinating committee for children's villages but the group brought together at Trogen encompassed a wider range of establishments than this and so the term 'children's communities' was adopted. Only two types of membership were envisaged: *active members*, that is, establishments conforming to the definition of children's communities, and *associate members*, that is, individuals or groups promoting the aims of the Federation, but only active members could vote in the General Assembly.

In the statutes three main types of activity for the Federation were envisaged:

1. cooperation and contacts between staff and children
2. the publication of research to support the development of children's communities and
3. providing material either directly or through supporting applications to grant aiding bodies.

During the first year Marie Meierhofer, the Honorary Secretary, obtained some equipment inherited from the now disbanded *Don Suisse* but paid for everything else largely out of her own pocket as the promised grant from the Pestalozzi Foundation did not arrive until May 1949 when FICE was able to appoint and pay Miss Marianne Newmann as its Secretary. Marie Meierhofer distributed questionnaires and undertook a census of children's communities which revealed their existence in Belgium, France, Germany, Hungary, Italy, Luxembourg and the Netherlands while Elisabeth Rotten prepared a pamphlet *L'enfance malheureuse* which was widely distributed and translated into English for distribution in the US.

5.1 The Management Committee

Modifications to the statutes, FICE's own financial situation, staff training, a professional journal and a children's bulletin remained on the agenda throughout 1949 as did the camp at Moulin-Vieux (Section 4.1) and the shape of the Canada House project (Section 5.5).

The statutes had merely laid down that the General Assembly should determine subscriptions but there would not be a General Assembly until 1949 and it was clear that a fully functioning Secretariat would cost a lot more than could be raised from subscriptions. In the end, though various ideas were put forward, including charity events and raising money from the sale of artifacts created by children in children's communities, and FICE was confident of UNESCO support for many of its activities, no-one was able to come up with a solution that would cover the running costs of FICE International once the grant from the Pestalozzi Foundation ran out.

This situation was complicated by the hostility within the Management Committee, led by the President but supported by a majority of its members, to the Secretariat being in Trogen and a decision in principle was taken at the June 1949 meeting to move the Secretariat to Paris as soon as the money from the Pestalozzi Foundation had run out (Comité de direction, 1949b).

As it quickly became clear that an under-resourced Secretariat could not be the link with every active member, the idea of creating National Sections, which would provide the links with each active member, and making the Management Committee the forum for representatives of the National Sections took shape. The membership of the Management Committee was extended in early 1949 through invitations to Kees Boeke, Hans Hoxter and Carleton Washburne to become national representatives of the Netherlands, UK and USA respectively while Arthur Bill, Ernesto Codignola, René de Cooman and Elisabeth Rotten, who were already on the Committee, were asked to represent Switzerland, Italy, Belgium and Germany respectively. There was quite a lot of anxiety about admitting children's communities from Germany and, after the Charleroi Conference, Elisabeth Rotten wrote in a letter to Marie Meierhofer that 'forces in FICE did not want to have anything to do with Germany' (Knöpfel Nobs, 1992, p138 *My translation*) though her subsequent trip to Germany was welcomed at the February 1950 Management Committee (Comité de direction, 1950b) and the report she compiled on that trip was published as part of the Charleroi proceedings (Rotten, 1950).

Several representatives commented at the January 1949 Management Committee that there were few establishments in their countries that conformed

to the FICE definition and that it would have to be changed if FICE were to gain a significant number of establishments as members (Comité de direction, 1949c). The President invited Dr Jean Chazal from Paris and Dr Mastroiolo from Milan to talk about their work with juvenile delinquents and with families respectively (Comité de direction, 1949e) but the only change to the statutes proposed by the Management Committee was to delete the Administrative Council.

Everyone agreed that the shortage of trained staff was a serious problem: Guy Ryser (1948) had described one approach at Trogen and in the summer of 1949 Robert Préaut succeeded in mounting the first of a series of courses for staff which are described in more detail in Section 7.2.

Producing a journal for staff and producing films about children's communities were seen as opportunities both to publicise FICE and to contribute to staff development and, until there was a FICE journal, UNESCO was happy to provide space in its journals. Members of the Committee also appeared in radio broadcasts about children's communities including a joint BBC, French and Italian radio broadcast.

By the start of 1950 National Sections and groups planning to set up National Sections were beginning to proliferate though the definition of a 'children's community' continued to be seen as a barrier and the fashion for foster care in the UK as well as in continental Europe was recognised as a factor for FICE (Comité de direction, 1950a). It also became clear that the level of membership fee set at the Charleroi General Assembly was inadequate both for a secretariat and because UNESCO would only support FICE in proportion to its own revenues; so, unless FICE could find other sources of finance, setting a low membership fee could have a knock-on effect on the amount of support it could obtain from UNESCO. Jean Roger, President of FICE France, presented a paper at the February 1950 Management Committee meeting setting out a possible framework:

1. a fixed fee per children's community as agreed at the Charleroi General Assembly
2. a percentage of any exceptional receipts by a National Section and
3. a contribution by the National Section to any FICE event held in its territory.

The French stressed that, bearing in mind the financial difficulties facing children's communities, there might have to be delicate negotiations on the third and they regarded only the fee as a permanent feature of financing FICE; the

percentage and the contribution should be regarded as transitional measures until FICE's finances were on a sounder footing. The Management Committee accepted this proposal, setting the percentage at 10 per cent and also deciding that 10 per cent of any fee paid by associate members (for whom no fee had up to that point been fixed) should be retained by FICE centrally. They also decided to set up bank accounts in countries which had no National Section to hold the portions of the fee which would normally go to the National Section (Comité de direction, 1950d).

Following the election of Peggy Volkov as President in February 1950 they also agreed that the President and the Secretary of each National Section would have the right to attend the Management Committee meetings in the capacity of 'expert' (Comité de direction, 1950c).

At the same meeting they agreed to support a proposal by Jeanne Jacquemin, Honorary Secretary of FICE France, that there should be a 'children's communities' day to promote greater understanding of children's communities but there were mixed reactions to a proposal by a French film director to make a film about children's communities. As an alternative a travelling art gallery putting children in different communities in touch with what was going on was discussed, prompting Jean Chazal to raise the situation of young people in Germany. This was taken up in a presentation by David Deane from UNRRA about a transit camp at Bad-Aibling in Germany for mostly Eastern European children being settled in North America, Australia or New Zealand. UNRRA planned to close it in June 1950 and Mr Deane wondered whether FICE could take it over. The Management Committee was not interested in taking over a transit camp but would consider, along with UNESCO, setting up a children's community for children who could not, for whatever reason, emigrate (Comité de direction, 1950c).

However, perhaps the most significant long-term decision taken at that Management Committee was to set up a Technical Sub-Committee responsible for all child care matters under the chairmanship of Ernest Jouhy, consisting of the President, the Secretary, Robert Préaut, Jean Roger and anyone else whom the chair wished to invite, to be responsible for, among other things, the international camp in Luxembourg (Comité de direction, 1950c). Hitherto, sub-committees had been time-limited and linked to a single project. This broke the mould and opened the way for the establishment of the Education Standing Committee in 1951.

5.2 The Charleroi Conference and General Assembly

René de Cooman had invited FICE to hold its conference at the *Cité de l'Enfance*, near Charleroi but, as there was no title and only one speaker had been invited at the time of the June 1949 Management Committee, a lot of work must have gone into mounting an even larger gathering in a shorter time than Bernard Drzewieski had had for the Trogen Conference. At the General Assembly, the President was to thank Bernard Drzewieski and Louis François for the work they had done to prepare for the Congress.

Held on the 10-11 October 1949 with the support of UNESCO and the Charleroi District *Intercommunale d'Oeuvres Sociales at the Cité de l'enfance*, Marcinelle, and entitled *Les problèmes éducatifs de l'enfance vagabonde*, it was attended by sixty four delegates from twelve countries (Austria, Belgium, Burma, Finland, France, Great Britain, Greece, Italy, Luxembourg, the Netherlands, Switzerland and the USA).

Papers on the general situation of street children were circulated before the conference, which focused on the problems of street children, gangs and delinquency (UNESCO, 1950). By this time many children who had been homeless at the end of the war had been reunited with their families but young people in particular had been leaving home for a variety of social and emotional reasons and surviving, sometimes in gangs, on the black market and through theft or prostitution.

The General Assembly was held on 12-13 October and attended by most of those who had attended the Congress and some who had not. In his opening remarks, the President expressed his regret that none of the Eastern European countries had been able to send delegates. (Elisabeth Rotten had made contact with Dr Rolf Lehnartz, director of an organisation trying to develop work with German young people in Munich, but he had either not been able to obtain a visa or had a prior engagement, and so had not been able to attend.) Bernard Drzewieski, referring to the recent UNESCO Executive Committee meeting (Section 5.4) regretted that some governments were unaware how many children's communities there were.

The General Assembly received reports on the camp at Moulin-Vieux (Section 4.1) and the Canada House project (Section 5.5) and agreed to support the proposal. They appointed a Standing Committee to look at Ernesto Codignola's proposal for an International Research Centre consisting of Ernest Jouhy, Henri Julien, Lucien Brams, Don Antonio Rivolta, Margherita Zoebeli and Miss Graves. It suggested that members be invited to propose research projects which would be circulated to other members to invite their support.

The General Assembly passed a number of resolutions arising from the work of the Congress in the course of which there was a discussion on whether street children should be rounded up by women police officers or social workers, and discussed the establishment of an International Youth Journal, to be produced as separate English and French language editions, with some items in Esperanto. Finance for the first edition would cost 3,000,000 French francs which FICE did not have and so it was decided to take up the matter of finance with UNESCO. In the meantime, National Sections were asked to provide information on existing journals for children and to approach the most appropriate one in their country to see if it would carry news about children's communities in it. The FICE Secretariat would seek to set up a journal written by children for circulation within children's communities (a Christmas edition did appear (General Assembly, 1950b)).

A motion from Kees Boeke to include in a Children's Charter the abolition of all systems based on threats and punishment was passed and, out of a list of four projects presented on behalf of their initiators by Hans Hoxter, the General Assembly agreed to support a World Festival for Children to be held in Trogen in 1950 and the establishment of a children's community in Germany under the auspices of the International Education Association founded by former students of the course for 'monitors' at Geneva. They also agreed to invite Rolf Lehnartz to set up a German National Section. They asked the National Sections in Italy and the United States to examine the other two projects.

Hans Hoxter went on to announce a seminar to be held by the British National Section in the summer of 1950 and delegates received a report of the first FICE training course, held that summer at Longueuil-Annel (Section 7.2). The General Assembly voted to set membership contributions at \$4 per children's community, half to go to the National Section and half to FICE, and the results of the voting for the new Management Committee show that there were 30 children's communities present and voting at the meeting. Following the General Assembly, the Management Committee elected Elisabeth Rotten as General Secretary, Walter Robert Corti as Treasurer and Hans Hoxter as a second Vice President.

5.3 The first National Sections

FICE France was set up on 2 March 1949 and was active in supporting the camp at Moulin-Vieux. During the lunch break at the General Assembly on the 12th October 1949, the Belgian delegates met to found the Belgian National Section and Ernesto Codignola and Hans Hoxter both announced

that they had set up provisional National Sections for Italy and Great Britain respectively but only the Italian National Section went on to be formally established that year. Initially the representatives from Luxembourg did not regard Luxembourg as having any children's communities but, with the initiative to set up the children's community at Sanem in 1950, they appear to have changed their minds and set up a National Section which supported the international camp at Sanem (Section 4.2).

By February 1950 the FICE French could report 67 members, the Italian National Section was planning a presentation at the UNESCO Conference in Florence, the Swiss Initiative Committee had had its first meeting and were hoping to have a display on the Pestalozzi Foundation stand at the Zurich Fair that autumn, the nascent Luxembourg National Section had sent an observer to the Management Committee, progress was being reported in the UK and the US and Professor Stampach had written to say that he was optimistic about forming a National Section in Czechoslovakia (Comité de direction, 1950b).

5.4 The relationship with UNESCO

FICE grew out of one of the first reports commissioned for UNESCO (Marcus, 1947) and Bernard Drzewieski's idea for a co-ordinating committee of children's villages (Drzewieski, 1948) and he encouraged the participants at the Trogen conference to set out their potential relationship with UNESCO in the resolutions they passed on the last full day of the conference.

UNESCO responded with regular features about children's communities and FICE related activities in the UNESCO Courier and by providing accommodation and secretarial support for Management Committee meetings at their Paris headquarters. UNESCO staff attended Management Committee meetings and offered support for a range of projects, in particular for journals and training programmes for staff (UNESCO Courier, 1949a). At the TICER Conference in Cleveland, Ohio (31 March-2 April 1949) a talk by Bernard Drzewieski raised nearly \$3,000, most of which went to children's communities in France and Italy.

But the most reliable way to obtain financial support from UNESCO was to satisfy the conditions for consultative status laid down at the Second General Conference of UNESCO in November 1947. These were extensively revised at the Third General Conference in Beirut in 1948 with the aim of reducing the burdens of consultative status on UNESCO.

In order to be eligible for consultative arrangements, an organisation shall:

- (a) be truly international in its structure and scope of activity, be of recognised standing and represent a substantial proportion of the organised persons within the particular field of interest in which it operates;
- (b) be concerned substantially with matters falling within the competence of Unesco;
- (c) have aims and purposes in conformity with the general principles embodied in the Constitution of Unesco;
- (d) have a permanent directing body and authorised representatives (UNESCO General Conference, 1949, p77).

The difficulty for FICE was that, without a network of National Sections or a truly international membership list, it could not satisfy the first condition and Thérèse Brosse suggested that FICE should offer to provide training for staff in refugee camps in the Middle East (Comité de direction, 1949d), a suggestion which the Management Committee ignored.

When FICE's first application for consultative status came before UNESCO's Executive Committee on 29 September 1949, the USA indicated that it would oppose consultative status while Great Britain questioned the effectiveness of the organisation and said admission to consultative status would be premature. At the General Assembly two weeks later Bernard Drzewieski put this down to ignorance on the part of certain 'Ministries' about children's communities (General Assembly, 1949a) and, when Peggy Volkov became President in February 1950, Bernard Drzewieski tried to get her to lobby the UK UNESCO Commission and Carleton Washburne to lobby the US UNESCO Commission prior to UNESCO's General Conference in Florence in May 1950.

Unfortunately, the UNESCO Executive Committee had decided to have a purge on consultative status and only seven of the organisations being purged were reprieved at the Conference. In that climate, FICE stood no chance of being granted consultative status but some smart footwork, presumably by Bernard Drzewieski and Thérèse Brosse possibly with the assistance of Ernesto Codignola who was lobbying for FICE at the conference (General Assembly, 1950a), saw the inclusion of Resolution 1.2.2.2

To extend financial assistance to the International Federation of Children's Communities and other organisations capable of making a contribution to education of handicapped children (UNESCO General Conference, 1950, p35)

thus protecting the relationship. Bernard Drzewieski also lost his job with the closure of the Reconstruction Department and TICER at the Florence Conference and, along with key members of his staff, joined the Education

Department from where he could continue his support for FICE. His success in raising the international profile of FICE could be seen later that year at the Lyons Study Days where a glittering array of international organisations were represented.

5.5 Canada House

In September 1948 the Canadian Council for Reconstruction through UNESCO (CCRU) offered a grant of \$25,000 (109,000 Swiss francs) towards the construction of a 'UNESCO House' at Trogen which was discussed at the second meeting of the Management Committee, when a sub-committee consisting of Elisabeth Rotten, Marie Meierhofer and Mr Richard was appointed. The Canadians had originally envisaged providing the money in kind by shipping pre-fabricated buildings to Trogen but Carleton Washburne had been able to persuade them to send the money and let the Swiss construct the buildings (Comité de direction, 1949f). At the January and June 1949 Management Committees Mr Richard, an Inspector of Education from Grenoble, set out a proposal to use the facility as a vocational training centre for young people leaving children's communities and wishing to improve their prospects of employment. Ernesto Codignola, who had already prepared a plan to train residential child care staff the previous year, raised the possibility of using the Canada House project as a staff training centre. In the end the Committee voted to:

1. establish a meeting place and professional development centre for young people from children's communities and
2. develop staff in the skills needed to promote international understanding (Comité de direction, 1949e).

At this point they were envisaging a centre open all year round with six months devoted to young people and six months to staff. In the end young people were to occupy the house for most of the year with it being made available for other uses only during the school holidays (UNESCO, 1949).

However, owing to a misunderstanding on the part of the Canadians who thought that Marie Meierhofer was acting in her capacity as an employee of the *Pestalozzi Children's Villages Foundation* and not as Honorary Secretary of FICE, the money was paid into UNESCO's account in Switzerland in June 1949 (General Assembly, 1949c). It could then only be released by UNESCO's Executive Committee and there were other rivals for the money: the Director-General of UNESCO from 1948-1952, Dr Jaime Torres Bodet, favoured an

international house at Geneva while the international centre to which Guy Ryser, one of the participants at Trogen, belonged was also interested.

However, the Canadians had made clear their preference for a project at Trogen, the Swiss had made clear their willingness to provide the land free of charge and the Pestalozzi Foundation and the Canton of Berne had each offered to contribute up to 100,000 Swiss francs to a project at Trogen (UNESCO, 1949). The plan envisaged providing a range of conference and teaching facilities, accommodation for young people and space for a permanent secretariat for FICE. The facilities would be used by the Pestalozzi Village for young people during term times and made available to UNESCO during school holidays (approximately three months of the year). So UNESCO asked the General Assembly whether they supported the plan for a centre and to provide a plan for its use.

The project did not meet with universal approval; Peggy Volkov and Leila Rendel from Great Britain opposed the Trogen site because it was open to visitors and they did not want the young people at the centre to be objects of curiosity from others. However, the General Assembly supported the project and, following a meeting of interested parties in Berne in November 1949 when the plan for Trogen was approved in principle, Jean Piaget, President of the Swiss UNESCO Commission, presented a formal plan for the centre on 6 January 1950 which was approved by the UNESCO Executive Committee at its meeting on 10 February 1950; the money was released and the Canton of Zurich and Nestlé gave 100,000 and 30,000 Swiss francs respectively to the project; the architect Hans Fischli went ahead with the plans and the house was officially opened on 11 March 1952.

5.6 Did things really go wrong?

The psychological impact of the 1950 decision not to grant consultative status lasted a long time in FICE, being referred to on numerous occasions in later documents as Knöpfel Nobs (1992) demonstrates. But the reality was that there had been a gradual tightening up of the criteria for consultative status and it was particularly unfortunate that FICE's application coincided with the 1950 purge. The fact that financial assistance for the organisation was mentioned in such explicit terms in the final resolutions and the 1954 comment, reported below, by Mr Herčík, of UNESCO's Department of External Relations, who had advised FICE on consultative status in 1950, suggest that there was a lot more sympathy for FICE within UNESCO than some FICE members have been prepared to accept. Certainly, the turnout of international organisa-

tions at the Lyons Study Days after the Florence Conference suggests that FICE had lost no international prestige as a result of the decision.

Most of FICE's early difficulties lay in the wording of the resolutions passed on the last full day of the Trogen conference. The word 'community' was adopted to get away from the more constraining 'village' but it fell foul of a number of ideas about 'community'. Criticism of children's communities had appeared in Marcus (1947) and the relevance of children living in communities was raised repeatedly in the early conferences (Brosse, 1950a; UNESCO, 1950). The founding members from Switzerland did not regard any of their existing children's establishments, except the Pestalozzi Village, as coming within the definition and Kees Boeke does not appear to have regarded his organisation, the *Werkplaats Kindergemeenschap*, as falling within the definition. At the Lyons General Assembly (1950b) Jean Roger, President of FICE France, reported that there were 90 children's communities and around 1,600 children's homes in France.

Even though Hans Hoxter may have overstated the influence of the 1948 Children Act and its focus on foster care, the trend within UK residential child care was for children's establishments to be more closely linked with local communities rather than isolated from them. Family group homes sharing in the life of the local community, which had been pioneered in the 1890s in Sheffield (Heywood, 1978), were to become the dominant form of residential child care in the post-war period.

In 1954 an anonymous commentator in the FICE Bulletin was to argue that 'community' had been misinterpreted as 'communist', a suggestion supported by the comment that year from Mr Herčík that errors in the interpretation of the word 'community' seemed to have completely disappeared. It is possible that the anxieties about the Juliens communicated to Louis François by the French Ministry of Foreign Affairs (Section 4.1) had been communicated to the British Foreign Office. Such an interpretation would certainly have influenced the Labour administration in Great Britain which, even today, lives in fear of being taken over by communists and their fellow travellers.

An article strongly criticising FICE also appeared in the Canadian journal *The Ensign*. The Management Committee minutes do not disclose the content of the article or the discussion that took place but they do record the decision, with the support of Bernard Drzewieski, to protest to the Canadian government and to seek coverage in the Canadian press of their actual work (Comité de direction, 1950b).

Whether they were talking about a children's journal or the international camp at Moulin-Vieux, the words 'active participation' were a constant source of tension within the Management Committee between those who thought that children could only act under the 'guidance' of adults, led by Robert Préaut and Ernesto Codignola, and those who believed that children could be trusted with decisions, led by the Juliens. Don Antonio Rivolta was on the side of the Juliens and created a separate organisation of church communities in Italy alongside the secular National Section created by Ernesto Codignola; though there was clearly a church/secular divide between the two, there was also a profound philosophical divide between them about how to treat children and young people. During the planning for the camp at Moulin-Vieux (Comité de direction, 1949a) the traditionalists tried to impose their ideas for a two week camp involving some 80 children on the Juliens who had brought nearly 200 children through nearly two years of war.

The idea of 'family life' also created problems and Dr Wall, Head of the Education and Child Development Unit at UNESCO from 1951-1956, who was instrumental in setting up the UK National Section, insisted that FICE should not be too dogmatic about a family upbringing.

It must also be said that the Management Committee was pretty naive about financial matters, initially appearing to operate under the assumption that consultative status would solve all the organisation's financial problems. As Jean Roger's paper to the Management Committee (Comité de direction, 1950d) demonstrated, there were plenty of other financial matters that needed to be addressed beyond the simple generation of resources for the organisation.

Some of the responsibility must be borne by Robert Préaut. At the TICER meeting in September 1948, he set out an over-ambitious programme for FICE (Brosse, 1950a, pp67-68). He was openly hostile to the siting of the Secretariat in Trogen and, though others supported a move to Paris, his attitude as chair of the committee must have been particularly galling to the Swiss members of the Management Committee when only the Swiss had provided significant funding for FICE and were the key players in securing the Canada House project for FICE. He confidently announced at the January 1949 Management Committee that the General Assembly would be in the first fortnight of July; yet, when the Committee met in June, neither the date nor the title of the Congress had been chosen and the agenda for the General Assembly was only discussed for the first time at the end of the meeting (Comité de direction, 1949d). By September 1949 Glenys Jones, one of the

UNESCO staff who regularly attended Management Committee meetings, was discussing with Marie Meierhofer the need for a new President, though Marie Meierhofer did not regard this as a priority (Knöpfel Nobs, 1992, p219). As National Sections began to be set up he tried to force through a detailed consideration of the statutes of each new National Section, thereby upsetting many of this colleagues (Comité de direction, 1950a), although had he been around, he would no doubt have been gratified to read the 1973 Standing Orders which put what he had wanted into practice. In the end he resigned at the February 1950 Management Committee.

In fairness to him, Arthur Bill (1968) lists him as among the most impressive contributors to the Trogen Conference which presumably influenced delegates to chose him in the first place, his initiative in mounting the very first FICE training course for staff and the gracious way in which he accepted becoming a member of the Technical Sub-Committee under Ernest Jouhy, contributed to the revision of the statutes and continued to work for FICE as a member of the Management Committee and within FICE France for many years are to his credit, but he was not the right person for the President's job.

Against the failure of FICE to achieve the over-ambitious programme set out in September 1948 by Robert Préaut must be set the real achievements of FICE over its first two years. With no resources of its own beyond the sheer enthusiasm of its members, it had motivated people to dig deep into their own pockets to support the organisation, it had seen two successful international camps, it had brought the negotiations over Canada House to a successful conclusion, it had functioning National Sections in France, Belgium, Italy and Luxembourg and had begun to work out its relationships with them, it had begun to put its financial house in order, it had set up a Technical Sub-Committee which was to become the prototype for the training committee established at the 1951 Florence General Assembly, it had motivated a wide range of people to contribute to the working groups at the 1950 Lyons General Assembly, it had attracted interest from a very wide range of European countries and, even without consultative status, it had acquired the right to financial assistance from UNESCO. In the light of the competition it was up against, this was no mean achievement.

5.7 The Lyons Study Days and General Assembly

The Lyons Study Days and General Assembly, to give them their correct title, were held at the Teacher Training College in Lyons at the invitation of FICE France and *L'Oeuvre des Villages d'Enfants Rhône-Alpes* on the 25-28 September 1950. Just over 100 people are listed as having attended the General

Assembly, from Austria, Belgium, France, Germany, Great Britain, Israel, Italy, Luxembourg, the Netherlands, Sweden, Switzerland and the Vatican and including representatives from a wide range of international organisations.

The Study Days on Monday 25 and Tuesday 26 September were introduced by Thérèse Brosse who in her paper *Why is the education of the maladjusted child a problem today?* stressed the multi-faceted nature of what is deemed to be 'maladjustment' and also that what was 'normal' for young people in one situation may be regarded as 'maladjusted' in another. She argued that traditional education which focused on the behaviour of the child and on using punishment and competition to shape the child had to be replaced by modern methods focusing on developing the child's interests, drawing on their active participation and encouraging cooperation.

This required a new type of teacher whose skills went beyond book learning to being able to inspire children and to work outside the school with the child's family and community using holistic approaches to their education. Only in this way would it be possible to build the sort of world envisaged within the United Nations (Brosse, 1950c).

This was followed by papers from Germaine Le Hénaff (1950) (France), David Wills (1950) (Great Britain) and Mme Jadot-Decroly (Belgium) of which the first two are still available. Germaine Le Hénaff began by outlining the problems:

- the lack of physical resources and
- the difficulties entailed in trying to deal with children in unsuitable environments and with staff working long hours on an ill-defined task without professional support, who were often attracted to child care because they lacked the qualifications for anything else.

She noted that the International Union for Child Welfare (IUCW), the *Association Nationale des Educateurs de Jeunes Inadaptés* (ANEIJ) in 1949 and FICE France in 1950 had devoted time to the issue at their conferences and went on to argue that it was the abnormal conditions surrounding children's communities that created the greatest problems. To improve the recruitment and training of staff, life in them had to be much closer to reality for both staff and children because, if the staff did not have normal experiences, how could they help the children to become normal?

She then set out the pros and cons of recruiting teachers, people with a social welfare or health background or people without a professional qualification but who might already have a vocational qualification. Teachers would have

to shake off teaching habits while those without a professional qualification would need at least diploma level training.

Existing courses did not provide enough practical experience of working with children or the social skills needed to work in a team, with the children's parents or with the outside world. They missed out on the day to day practical skills needed in residential care and training in health and hygiene and they failed to draw on established research. This resulted in a gulf between theory and practice.

Accordingly she argued that certain children's communities should become training establishments in which every member of the staff, in addition to carrying out their assigned tasks, was also a teacher, where students could see the theory being put into practice and where they could be progressively introduced to working with the children over at least a year. Instead of learning about child care in theory, they would be dealing with each child's real suffering or annoying behaviour and having to deal with the children's real problems. Moreover, having worked together as a team during their training, they would be much better suited to the work than people who had not.

She argued that those who already had a professional qualification needed training to prepare them for working in residential care and particularly for working in a team and that domestic and technical staff working in children's homes should also have a basic introduction to working with children. It was a great mistake to expect them to contribute to the establishment and not give them the understanding of how they could do so.

(Guy Ryser (1950) prepared a response to this paper which was retained by UNESCO as one of the conference documents but is not listed in the report on the study days).

David Wills (1950) drew on remarks by George Sand in which she had differentiated two types of affection:

- the affection of parents and
- the affection of people outside home.

The first is always there and is in no way affected by the child's behaviour; the second has to be earned but is almost impossible to earn if the first is not present. Whereas the children with whom he worked were primarily those whose parents found it difficult to express the first type of affection, he envisaged that most of his audience would be working with children who lacked the parents who could express such affection.

The only way to help them was to offer them the first type of affection. One characteristic of the first type of affection is that punishment does not change it; the child is loved for who they are, not what they have done. But if the child does not have the first type of affection, punishment becomes a sign that they have not earned affection. So punishment should not be used on children in the early stages of developing a relationship with adults. Getting children to the point where they recognise that they are being offered the first type of affection involves creating stability around the child and opportunities to share in decisions. Initially they may reject what is being offered to them and there may be a lot of disorder in the community but when they realise that they are being loved for who they are and not for what they do, there is a change in the atmosphere of the community that signals the children's acceptance of the first type of affection.

Following the presentation of the papers, the participants broke into four groups to discuss the papers, in the course of which there apparently were some very lively exchanges but all we have are the agreed statements at the end of the discussions (Fédération Internationale des Communautés d'Enfants, 1950a) of which perhaps the most significant were:

- the problems children have aren't solely a consequence of the war but of the conditions which surround them and therefore the need for children's communities is unlikely to decrease
- recruitment can be from a variety of professional backgrounds but needs to be based on sound selection techniques and be supported by relevant practical training, a wide range of opportunities for further development and teamwork experience
- children should be much more involved in all aspects of their own education and teachers need to change to enable that to happen.

The study days were rounded off with a public meeting on the Tuesday evening hosted by *L'Oeuvre des Villages d'Enfants Rhône-Alpes* at which Bernard Drzewieski spoke about the work of UNESCO and children's communities and the young people of Moulin-Vieux started another FICE tradition – a performance by children and young people. On this occasion they told the history of France in song and dance.

Peggy Volkov, the retiring President, presided over the first half and the last part of the General Assembly and René de Cooman, the incoming President, over the rest. The afternoon of the first day was devoted to the detailed revision of the statutes under the chairmanship of Louis François, officially

representing UNESCO France but obviously deeply involved with FICE. The contrast with Charleroi could hardly have been greater. The conclusions of the groups formed to discuss the four papers during the study days were reported to the Assembly and, where appropriate, resolutions formulated. Six working groups were established to study the finances, revision of the statutes, regional meetings, the extension of FICE activities outside Europe, the 1951 International Camp and cooperation with the UN and other organisations, all of whose reports were the subject of debate alongside the reports from honorary officers and the National Sections of France, Italy, Switzerland and Great Britain. (Interestingly, though the total time devoted to the General Assembly was less, a similar format was used twenty years later for the agenda at Budapest).

Hans Hoxter, as Secretary, summarised the progress made in the previous year, in particular the publication of Thérèse Brosse's accounts of the Trogen conference (Brosse, 1950a) and the needs of war-handicapped children (Brosse, 1950b), the various articles in UNESCO publications and the Christ-mas newsletter circulated to children's communities in English, French and German. He regretted that FICE had not been able to produce its own journal but articles about FICE's work had appeared in professional journals in England and France. Funds collected by Carleton Washburne had been distributed to children's communities in Austria, France and Italy and he had had correspondence from Brazil, Israel, Burma, China, Austria and Germany while Luxembourg was formally represented at the General Assembly for the first time.

Prior to the Lyons General Assembly, two separate working groups had prepared reports relating to the revision of the statutes which occupied its working group a further five and half hours on the afternoon of 27 September. Miss Frankenstein from the International Child Welfare Union and Robert Préaut, Peggy Volkov and Elisabeth Rotten all expressed dissatisfaction with the proposed definition of children's communities which, with the addition of the final six words at the suggestion of Robert Préaut, was accepted.

The definition adopted at Trogen had read:

On désigne sous le nom de communautés d'enfants les organisations éducatives ou rééducatives à caractère permanent, fondée sur la participation active des enfants ou adolescents à la vie de la communauté dans le cadre des méthodes d'éducation et d'instruction modernes – et dans lesquelles la vie de famille se combine de diverses façons aux modalités de la vie collective. (My italics)

The definition adopted at the Lyons General Assembly read:

... on désigne sous le nom de communautés d'enfants les organisations éducatives ou rééducatives à caractère permanent, recevant des enfants qui n'ont pas de famille ou dont la famille a été reconnue ou reconnaît être déficiente au point de vue social ou éducatif. Les organisations assurent aux enfants une vie de famille – les font participer de façon active à la vie de la communauté – développent ainsi leur personnalité et leur sens des responsabilités civique et forment des citoyens libres dans un esprit de compréhension internationale. (My italics)

Other changes included:

- the formal introduction of National Sections as a consequence of which children's communities could only become members of FICE in their own right in countries without a National Section
- designating the powers of the General Assembly and the Management Committee and the voting rights of National Sections and of children's communities in countries without a National Section
- greater clarity about financial controls
- provisions for changes to the registered address and for the dissolution of FICE.

The fee payable per community to FICE was set at 1,000 French francs, a modest increase on the fee set the previous year. Before the meeting was over the retiring Management Committee met with the new Management Committee under René de Cooman who was to remain President for twenty years, only stepping down in 1970, and to support the Federation financially up to his death in 1980.

We may never know how far Peggy Volkov was her own woman and how far she was doing a favour for her long term friends, Bernard Drzewieski and Elisabeth Rotten. In a letter to Walter Robert Corti immediately after her election, she said she hoped he and Elisabeth Rotten would be able to help her in her new role (Knöpfel Nobs, 1992, p220). But in her eight months' presidency she changed the way FICE worked. She avoided all the problems about the organisation of the international camp which had plagued the Management Committee the previous year by appointing a sub-committee under Ernest Jouhy, the prototype for the later Standing Committees, to take responsibility for it. She presided over possibly the most successful Congress for many years and, in association with René de Cooman and with the assistance of Louis François, she may have dealt with more matters at one General Assembly than any subsequent President. She did not sever her links with FICE, writing an account of *La Cité de l'Enfance à Marcinelle* which was the first in the series of accounts of children's villages (Appendix B:1).

6

Selected events 1948-1950

1948

5-11 July

Conference of Heads of Children's Villages and other interested persons at Pestalozzi Village, Trogen/Heiden, Switzerland *Die Erziehung von kriegsgeschädigten Kindern und Jugendlichen. L'éducation des enfants victimes de guerre. The education of war-handicapped children*

The following papers were presented:

- Chesters, Gwendoline: Some findings on the needs of displaced children
- Codignola, Ernesto: The school which is a town
- Hoxter, Hans: Children's communities and their general organisation
- Préaut, Robert: *Hameau-Ecole de l'Île de France à Longueil-Annel*
- Rivolta, Don Antonio: The art and science of organising a children's village
- Ryser, Guy: The international course for 'moniteurs' at Geneva
- Stehlo, Gabor: Report on the children's settlement of 'Pax Social Foundation'

- Volkov, Peggy: The re-education of the war-handicapped children
 - Washburne, Carleton: Modern education and war-handicapped children
- 10 July
Foundation of the *Fédération Internationale des Communautés d'Enfants* (FICE) President: Robert Préaut, Vice President: René de Cooman, Secretary: Marie Meierhofer, Treasurer: Elisabeth Rotten, Committee Members: Ernesto Codignola, Henri Julien, Arthur Bill, Don Antonio Rivolta, Margherita Zoebeli
- 6-7 September
Robert Préaut, President, reports an impressive list of aspirations for FICE to the TICER meeting at UNESCO House in Paris, France
- Late 1948
Second meeting of the Management Committee; approval of the statutes; decision to seek support for an International Youth Camp at Moulin-Vieux, France, from the French UNESCO Commission; establishment of a sub-committee to look at the proposal for Canada House

1949

- 14 January
Louis François, head of UNESCO France, invites interested parties to a meeting at the Ministry of Foreign Affairs to discuss setting up a French National Section
- 20-21 January
Third meeting of the Management Committee
- 2 March
Foundation of *Association Nationale de Communautés d'Enfants* (ANCE), the French National Section
- 20-21 June
Fourth meeting of the Management Committee
- 17-31 July
Training course at Longueuil-Annel, France *L'enfant d'après-guerre* (organised by the President of FICE, Robert Préaut, with the support of UNESCO)
- August
International Camp at Moulin-Vieux, France
- 10-11 October
Conference at the *Cité de l'enfance at Marcinelle*, near Charleroi, Belgium *Les problèmes éducatifs de l'enfance vagabonde*

Papers by Elisabeth Rotten on the situation in Germany, by Giovanni Mastropaolo on the situation in Austria and Italy, Mr Makris, the head of a children's home in Rhodes, on the situation in Greece and notes by Dr Closterman, a juvenile court judge in Bonn and Mr Dalla Volto, a child psychologist from Genoa, were published (UNESCO, 1950) along with the conference papers by:

- Chazal, Jean: *Les bandes associées d'enfants et leur réintégration dans les cadres*
- Venturini, Maria: *Les enfants de la rue*
- Karanikas D: *Les causes du vagabondage et de la criminalité des mineurs*

12-13 October
General Assembly The Belgian National Section is formed during the lunch break on 12 October; Peggy Volkov and Mr Makris tie for the final place on the Management Committee; so Mr Makris is appointed to one of the reserved places for representatives from Eastern Europe and Peggy Volkov takes the elected seat.

14 October

Fifth meeting of the Management Committee; Hans Hoxter is elected as a second Vice President, Elisabeth Rotten is elected Secretary in succession to Marie Meierhofer and Walter Robert Corti is elected Treasurer in succession to Elisabeth Rotten.

Autumn

Foundation of Italian National Section

1950

2-3 February

Sixth meeting of the Management Committee; Elisabeth Rotten, Walter Robert Corti, Robert Préaut and Hans Hoxter all resign their posts; Peggy Volkov is elected President and Hans Hoxter Secretary; the Management Committee agrees to invite René de Cooman to become Treasurer

5-9 March

First FICE France Conference and General Assembly at l'Haye les Roses

May

Fifth General Conference of UNESCO at Florence, Italy; in the context of a purge of organisations with

consultative status, FICE's application fails but Resolution 1.2.2.2 provides for continuing financial assistance from UNESCO

Foundation of Luxembourg National Section

23 July Advance party of ten French and seven Italian young people arrives to prepare the international camp at Sanem, Luxembourg

25 July Seventh meeting of the Management Committee

1-31 August International Camp at Sanem, Luxembourg

25-26 September Study Days at Lyons, France *L'éducation de l'enfance inadaptée*

The following papers were presented:

■ Brosse, Thérèse: *Pourquoi l'éducation de l'enfance inadaptée est-elle un problème capital aujourd'hui?*

■ Le Hénaff, Germaine: *Choix et formation du personnel pour les communautés d'enfants*

■ Wills, David: The social education of children in communities

■ Jadot-Decroly, Mme: *Les expériences d'éducation en communautés d'enfants et leur contribution à l'éducation en général*

27-28 September General Assembly revises the constitution including amending the definition of a children's community; a new Management Committee is elected: Edouard Barbel (Luxembourg), Ernesto Codignola (Italy), René de Cooman (Belgium), Mrs Claude François (France), Ernest Jouhy (France), Henri Julien (France), Don Antonio Rivolta (Italy), Jean Roger (France), Elisabeth Rotten (Switzerland), Nicholas Smelten (Belgium), Peggy Volkov (Great Britain) with Georges Bourguet (France), Fernand Cortez (France) and Hans Hoxter (Great Britain) appointed to the Audit Committee

29 September Eighth meeting of the Management Committee; René de Cooman succeeds Peggy Volkov as President

7

An international organisation of children's communities (1951-64)

The revision of the statutes at the Lyons General Assembly involved a significant shift for FICE; what had started out in Bernard Drzewieski's mind as a co-ordinating committee for children's communities (Drzewieski, 1948) had become an organisation of National Sections theoretically offering membership to all types of children's residential care (closed institutions were explicitly excluded at the 1955 Courcelles General Assembly). Individuals could become associate members of FICE and serve on the Management Committee but only National Sections representing children's communities or children's communities in countries without a National Section could vote in the General Assembly.

With the minutes of the Lyons General Assembly UNESCO's direct involvement in administrative support for FICE appears to come to an end and, at the time of writing, it appears that only a handful of primary documents survive for the next nineteen years. The secondary documents suggest, however, that 1951 was a particularly difficult year for FICE though two positive developments stand out:

- the arrival of Kurt Zier as head of *Odenwaldschule* in 1951 appears to have resulted in the second of FICE's training courses for staff; held in association with NEF, probably at *Odenwaldschule*, which also hosted the third and last of FICE's international camps for young people (Section 4.3) and
- at the 1951 Florence General Assembly an Education Standing Committee was appointed along the model initiated by Peggy Volkov in 1950 which organised a series of training programmes for staff (Section 7.2).

Though Bernard Drzewieski had secured support for FICE through 1951 at the Fifth General Conference of UNESCO in 1950, FICE did not receive any more financial support until after it had achieved consultative status in 1954. It is not clear whether this was because the support was not renewed at UNESCO's next General Conference or because FICE did not make applications which fitted UNESCO's criteria.

7.1 The Management Committee

At the January 1951 Management Committee Kees Boeke, who had not had any part in drafting the new definition of children's communities, resigned as Netherlands national representative on the grounds that the new definition had not clarified anything. In a letter of 20 March 1951 Bernard Drzewieski wrote to Elisabeth Rotten saying that he disagreed with her suggestion that that he should resign from FICE.

Since the last meeting of the FICE committee, I have said that, if FICE does not become an active, working organisation, I will not continue to work with it because my direct links with children's communities would be more useful than cooperating with an organisation which goes from scandal to scandal because the people are overworked physically and mentally and split by mutual mistrust (Knöpfel Nobs, 1992, p118 *My translation*).

In her reply on 23 March she wrote that, in thirty years of working with international organisations, she had never experienced such a 'lack of mutual understanding and international goodwill' (Knöpfel Nobs, 1992, p180) as she had encountered in FICE.

We can only surmise that, with the new committee encompassing people with very different views of how children and young people should be brought up and Ernesto Codignola and Don Antonio Rivolta supporting opposing groups for acceptance as the National Section of Italy, none of the rivalries that had been so apparent within the Management Committee from 1948-1950 had gone away. Peggy Volkov's brief presidency may have submerged them as people got on with the camp in Luxembourg and the Lyons Study Days and General Assembly but they had not gone away.

Perhaps Herman Gmeiner, the founder of *SOS Children's Villages* who had a background in Catholic youth work, having heard of the difficulties his fellow Catholic, Don Antonio Rivolta, was having with Ernesto Codignola, had opposed the 1951 International Camp taking place in Austria for this reason (Section 4.3).

At the December 1951 Management Committee René de Cooman noted that the definition was now quite wide and Bernard Drzewieski asked that FICE include all institutions of a democratic character in its definition. It is not clear whether this was a current concern of Bernard Drzewieski or an explanation for the Lyons definition.

Following the Lyons Study Days, FICE France began to provide a secretariat for FICE with Jean Roger, its President, acting as Secretary in succession to Hans Hoxter until the 1951 Florence General Assembly at which Fernand Cortez was appointed General Secretary. It is not clear whether Edouard Barbel was appointed Treasurer at the same time or earlier in 1951. Fernand Cortez was barred by his membership of the Audit Committee from becoming Secretary until after the Florence General Assembly whereas Edouard Barbel, as a member of the Management Committee, could have succeeded René de Cooman at any time after the Lyons General Assembly. Whatever the case, the triumvirate of René de Cooman, Fernand Cortez and Edouard Barbel were to lead FICE for another 15 years after the Florence General Assembly.

In spite of the difficulties in the early 1950s, FICE did manage to produce a Bulletin most years and from the mid-1950s to inspire two series of publications *Etudes pédagogiques* (Appendix B.1), each covering a different children's community, and *Documents* (Appendix B.2) sometimes published by FICE itself but often in conjunction with an independent publisher. However, though UNESCO continued to support FICE publications, it never felt that the quality or quantity of its publications met its expectations.

7.2 Training courses for staff

For many participants the Trogen Conference had been an education; while Guy Ryser (1948) had described the nine months course for care staff organised in Geneva, those FICE members with a commitment to modern ways of bringing up children bemoaned the difficulty of finding suitable staff. There were proposals to recruit young people who had been in children's communities to train as staff in children's communities and to establish training programmes for staff and, at the Lyons Study Days, Germaine Le Hénaff (1950) had argued for a radically different approach to staff training but in the end FICE managed to provide roughly one course for staff a year for ten years, the first two being individual initiatives, the next a group run under the auspices of the Education Standing Committee set up at the 1951 Florence General Assembly and the remainder part of a series called *Rencontres internationales éducateurs* (International gatherings of child care staff).

The first, organised under the title *L'enfant d'après-guerre* in the summer of 1949 by Robert Préaut at the *Hameau-Ecole de l'île de France* at Longueuil-Annel, was supported by UNESCO; thirty-two staff from Belgium, Finland, France, Italy, the Netherlands, Switzerland and the UK met for theoretical and practical training. Rather to the annoyance of the local French staff, the young people were more attracted to the foreign students, particularly the women.

The second was organised in 1951 by Jean Roger, President of FICE France, and Franz Hilker, President of the newly founded German section of NEF, for German and French child care workers at an unspecified home for young people, probably *Odenwaldschule*, as part of a NEF Conference.

The next set of programmes was organised by a FICE Standing Committee comprising Ernest Jouhy, Marcelle Béguin, C. François and Thérèse Trenel, the first two being regarded as the prime movers in this area of work. Interestingly, the Lyons Statutes had omitted the power given to the Management Committee in the Trogen Statutes to appoint sub-committees and it would appear that this Standing Committee was appointed directly by the General Assembly. After a few years tensions between the Standing Committee and the Management Committee led to the General Secretary, Fernand Cortez, writing to them to tell them only to take people from FICE organisations and that it should not be a holiday but an opportunity for professional development. It appears that around this time the Standing Committee was reorganised as *La commission des Rencontres* (the Meetings Standing Committee) to bring it under stricter FICE oversight (Knöpfel Nobs, 1992, p163) as the 1959 event *L'acceptation de soi-même par l'enfant handicapé* is described in the related publication as the 'Sixth International Meeting of Child Care Staff' – yet there had been more than six events since 1951. It is not clear whether this was as a result of a General Assembly resolution setting up the new Standing Committee or a formal change in the statutes. Whatever the case between 1951 and 1961 meetings took place in France, Belgium, Germany, Switzerland and Italy which a decade later Arthur Bill (1968) was to recall with affection.

7.3 FICE begins to grow

There were no new National Sections after the Swiss National Section in 1951 until 1955 when FICE Israel joined FICE. In 1953 Bernard Drzewieski died and there was no Congress; as the Lyons Statutes required the General Assembly to meet every year, it appears that the deficiency was met by having the next General Assembly in February 1954. In December, at the Eighth General Conference of UNESCO in Montevideo, FICE, along with twenty other organisa-

tions, was granted consultative status (UNESCO General Conference, 1955, p23) and from 1955 to 1985 received a subsidy from UNESCO. To obtain UNESCO support, FICE could only operate in countries which were members of UNESCO; as Spain had been excluded from UNESCO and organisations working in Spain could not benefit from UNESCO support (UNESCO General Conference, 1948, p77), FICE avoided any involvement with Spain in its early years.

With the granting of consultative status Dr Wall, Head of the Education and Child Development Unit at UNESCO from 1951 to 1956, suggested that FICE should become the lead organisation for all forms of residential child care but that they should not be too dogmatic about 'family life' in children's homes and took steps to prompt the establishment of a UK National Section.

Shortly after this, on 12 March 1955, Ernest Jouhy, who had been a founder member of FICE France, and Kurt Zier became founder members of FICE Germany (BD) at a meeting at *Odenwaldschule*, near Heppenheim. At the 1956 Heppenheim General Assembly both the United Kingdom and the Federal Republic of Germany became active members of FICE followed in 1957 by Germany (DDR). However, it appears that at this point FICE Germany (BD) was no more than a group of staff at *Odenwaldschule* as the first formal elections for officers only took place following the incorporation of the organisation in 1961 on 31 March 1962 when Hannah Vogt became the first President (Trede, 2001).

Having the Congress and General Assembly at Heppenheim was part of a policy of encouraging countries to form National Sections; while the 1957 Congress in the UK, the 1958 Congress in Israel and the 1963 Congress in Malmö all followed the establishment of National Sections, the ones in the Federal Republic of Germany in 1956, in Austria in 1959, in Tunis in 1961, in Czechoslovakia in 1962 and in Yugoslavia in 1964 were all aimed at encouraging the establishment of National Sections, directly successful on three out of five occasions but perhaps also indirectly successful in 1962 since Czechoslovakia's membership appears to have encouraged both Hungary and Poland to join as well. FICE's response to the new members from Eastern Europe was to hold Congresses and General Assemblies alternately in Eastern and Western Europe until 1975, the only exception being 1968 when a Congress in Eastern Europe would have been politically difficult following the arrival of Russian troops in Czechoslovakia.

In addition, from 1958 the Child Welfare Association of India, *Balkan-ji-Bari*, was listed as a member of FICE until at least the 1970s (Commission spécia-

lisée Educateurs et Personnel, 1974, pp35-37) though it did not strictly speaking meet the criteria for FICE membership. Contact was also made in 1963 with an organisation in Hong Kong which, like *Balkan-ji-Bari*, was listed as a member in the 1970s even though, unlike it, it had not submitted a report on its activities to FICE.

Partly as a response to the conflicts in Algeria, whose consequences reminded some FICE members of the end of the Second World War in Europe, contact had been made with Algeria and Tunisia and the 1961 Congress was held in Tunis but, though delegates from Tunisia attended both the 1970 Budapest and 1971 Königstein Congresses and both countries remained on the list of FICE contacts until the 1970s, there is no evidence that either had a National Section. Contacts were also made with Morocco and Iran and delegates from these countries attended the Budapest and Königstein Congresses.

One of the results of FICE's expansion was the development of regional and single language events to avoid the costs of interpretation (*Fédération Internationale des Communautés d'Enfants*, 1965; Bill, 1968).

Summarising the themes of FICE training courses and congresses in the period 1955-1964 Knöpfel Nobs (1992) suggests that FICE's primary focus was on the psychosocial aspects of children and young people in homes. But there was concern that FICE was turning into an association of heads of institutions (Knöpfel Nobs, 1992, p189) and in 1959 the Management Committee expressed a desire for FICE to become a research organisation, something that had been raised by Ernesto Codignola at the Charleroi General Assembly (1949c) resulting in a proposal for surveys to be carried out through the secretariat (General Assembly, 1949b). The 1959 discussion may have prompted Fernand Cortez (1963), the General Secretary, to edit the first in a planned series of FICE research texts (Appendix B.3).

7.4 The statutes are revised

However, the Management Committee did pursue some reforms to the statutes at the 1960 Zurich General Assembly after which the Honorary Officers began to be elected by the General Assembly. Previously the General Assembly had elected the eleven members of the Management Committee who then elected the Honorary Officers. They also introduced the idea that FICE should support the objectives of UNESCO into the statutes. However, not all the proposals made at the Zurich General Assembly were accepted, one being the loss of voting rights for children's communities in countries without a National Section who had retained that right in the Lyons Statutes

whereas children's communities in countries with a National Section had lost the right to vote.

Moreover, the proposed reduction in the number of votes per children's community (Table 7.1) granted to National Sections represented a significant shift away from being a federation of children's communities towards being a federation of National Sections.

Lyons (1950)		Zurich (1960)	
Communities	Votes	Communities	Votes
1-5	1	1-10	1
5-10	7	11-20	2
10-20	10	21-50	3
20-50	15	51-100	4
50+	20	100+	5

Table 7.1 Votes per community

In the end the proposals were adopted at the 1961 Tunis General Assembly and it was agreed that children's communities in countries without a National Section should be on the same footing as any other group or individual in that country seeking to form a National Section and that each country represented by a community, group or individual seeking to establish a National Section should have one vote.

By then the membership fee was 20 Swiss francs per collective and 5 Swiss francs per individual member, of which at least one third was allocated to FICE International, and the right to vote was granted only to those national associations who were not in arrears with their membership fees.

In the light of the gap in the records listed by Knöpfel Nobs (1992, p281) – the Management Committee records cease in 1960 and the Federal Council records start in 1965 – it would appear that the Management Committee was abolished in 1961 and the Federation operated for about four years with just the Bureau, consisting of the Honorary Officers elected by the General Assembly, and the General Assembly and that the Federal Council, consisting of the Honorary Officers and representatives of National Sections, was introduced at the Ljubljana Congress in 1964. The motivation for this move may have been that, as noted in the April 1958 Management Committee minutes (Knöpfel Nobs, 1992, p208), as the number of National Sections increased, the expense of holding regular Management Committee meetings also increased

and their frequency never seemed quite right for the business which it had to dispatch.

This hypothesis is supported by the fact that the Budapest Statutes (General Assembly, 1970) give the power held by the Management Committee under the Lyons Statutes to call Extraordinary General Assemblies to the Executive Committee, the successor to the Bureau. Had the Federal Council been an immediate successor to the Management Committee, there would have been no reason to give this power to the Bureau.

In 1961 the organisation also moved its registered office to Paris where it remained until 1971 though whether it did this using the mechanism provided for in the Lyons Statutes or pursuant to a change in the Zurich or Tunis Statutes is unclear.

Note

¹ There are however references in Mrs Kröpfel Nobbs' footnotes to both Management Committee and Executive Committee as well as Federal Council meetings in 1965. Since there is no evidence that all three existed at the same time, I have assumed that these arose from misunderstandings following the introduction of the Federal Council or are transcription errors since the abbreviations for these bodies are CD, CE and CF respectively.

8

Selected events 1951-1964

1951

11 April

FICE Vereinigung, Swiss National Section, founded
Training course for German and French child care
workers (probably at Odenwaldschule, Germany)

organised as part of a conference by the newly formed
German section of NEF *Title unknown*

International Camp at *Odenwaldschule*, Germany
Congress at Florence, Italy *Les besoins affectifs des*
enfants sans famille

General Assembly: Appointment of Education Standing
Committee: Ernest Jouhy, Thérèse Trenel, Marcelle
Béguin and C. François

1952

Training course at Beauvalon, France *L'évolution de*
l'enfant

October Congress and General Assembly at Strasbourg,
France *Le problème de l'éducateur*

1953

Training course at Coq sur Mer, France *L'adolescent ingrat*

Death of Bernard Drzewieski

13 August

1954

February

Congress and General Assembly at Boulouris sur Mer, France *Les communautés d'enfants comme solution au problème mondial de l'enfant sans foyer L'apprentissage de la démocratie en communauté d'enfants*

Training course at Montmorency, France *Topic unknown*
 Eighth General Conference of UNESCO at Montevideo, Uruguay: FICE granted consultative status

December

1955

Training courses at Trogen, Switzerland *Les préjugés dans l'éducation Les comportements contradictoires en communautés d'enfants*

Congress at Courcelles, Belgium *L'éducation en fonction des droits de l'homme et de l'enfant Les préjugés en éducation*

General Assembly decides that the Lyons definition of 'children's communities' does not extend to closed communities; Israel becomes a member

1956

Training course at Antibes, France *Topic unknown*

Congress at Heppenheim, Germany *La mentalité des enfants et des jeunes à la suite de la guerre et de l'après-guerre à la lumière des expériences des communautés d'enfants*

General Assembly: UK and Germany (BD) become members (but see Section 7.3)

1957

Training course at Fosdinovo, Italy *L'affection seule suffit-elle?*

Congress at Brighton, England *Kinder- und Jugendfürsorge: Privat- und Staatsinitiative. Ist Zuneigung hinreichend? Soins aux enfants: action de l'état et des particuliers. Affection est-ce suffisant? State and independent provision for child care. Is love enough?*

General Assembly: Germany (DDR) becomes a member

1958

April

Congress and General Assembly at Jerusalem, Israel *L'éducation pour le travail et par le travail dans les communautés d'enfants L'éducation individuelle et en groupe dans les communautés d'enfants*

1959

23 February

Management Committee expresses the desire to become a research organisation

Training course at Marly, France *L'acceptation de soi-même par l'enfant handicapé*

November

Congress at Vienna, Austria *Ziel und Methoden der pädagogischen Arbeit im Kinderdorf*

23 November

General Assembly: Austria becomes a member

1960

Training course at Marly, France *La notion de liberté chez l'adolescent en communautés d'enfants*

October

Congress at Zurich, Switzerland *Die Stille/Le silence/ The silence*

13 October

General Assembly: revision of the statutes: Honorary Officers are elected to the Bureau by the General Assembly

1961

Training course at Liège, Belgium *La formation de la moralité chez l'enfant élevé en institution*

Congress at Tunis, Tunisia *Die Probleme der Kindergemeinschaften in den Entwicklungsländern Les problèmes des communautés d'enfants dans les pays en voie de développement*

General Assembly: Management Committee is abolished; registered office moved to 7 Place de Fontenoy, Paris

Foundation of Swedish National Section

1962

31 March

First elections by incorporated organisation FICE Germany (BD)

Congress at Prague, Czechoslovakia *Das Prinzip der Verbindung von Erziehung und Leben Les relations de l'éducation et de la culture des enfants et des jeunes dans les communautés d'enfants avec la vie*

General Assembly: Czechoslovakia and Hungary become members

1963

Congress at Malmö, Sweden *Der Einfluss des Kulturmilieus auf die Anpassung der Kinder und der Jugend L'influence du milieu culturel sur l'adaptation sociale des enfants et des adolescents The influence of cultural environment on the adjustment of children and adolescents*

General Assembly: Poland becomes a member

1964

Congress at Ljubljana, Yugoslavia *Aktivität und Engagement von Kindern und Jugendlichen im Leben der Gemeinschaften L'activité et l'engagement des jeunes dans la vie des communautés d'enfants Activity and engagement of youth through children's communities*

General Assembly: Establishment of Federal Council consisting of Honorary Officers and representatives of National Sections

9

An international organisation for residential child care professionals (1965-1981)

By 1965, in spite of contacts with countries outside Europe, FICE's focus had shifted towards being a link between residential child care in Eastern and Western Europe. For the most part countries in Eastern Europe were represented by the relevant Ministry and their delegations to FICE meetings were more likely to include civil servants or recognised experts in the country than heads of children's communities. However, the involvement of Eastern European countries also brought back discussion of democracy in children's homes, a subject that had been off-limits since the Lyons Study Days.

The Federal Council got off to an inauspicious start in 1965; at its first meeting on 13 February, two National Sections had sent their apologies and the majority had simply not replied to the invitation (Knöpfel Nobs, 1992, p206). But the years 1966-1970 also saw the resignations of the triumvirate that had guided FICE since the 1951 Florence General Assembly – Fernand Cortez 1966, Edouard Barbel in 1967 and René de Cooman in 1970. Fernand Cortez had been stung by criticism from the Federal Council that he was responsible for the slow growth of FICE and resigned in spring 1966 being replaced at the General Assembly by Josef Docekal (Austria). In 1967 Edouard Barbel resigned, being replaced by Hermann Widmer (Switzerland). This signalled both a generational and a linguistic shift in FICE. In 1970, of the generation who had played a part in FICE's early years, only Marcelle Béguin, Georges Bourguet, René de Cooman, Louis François, Jacques and Simone Lacapère, Marie Meierhofer and Thérèse Trelen were at the Budapest Congress, while

Arthur Bill, Georges Bourguet, Louis François and the Lacapères attended the 1971 Königstein Congress. The shift from a predominantly Francophone to a predominantly Germanophone organisation had begun, a shift expressed in the Budapest Statutes (General Assembly, 1970) which were now in German.

Since 1961 there had been no training courses for staff, leaving Congresses as the only forum within which people could discuss professional issues. At the 1967 Vienna General Assembly the members voted to establish four Standing Committees which were intended to bring together the professional work of the different National Sections under specific headings (Section 9.4).

The late sixties also brought new challenges for residential child care; in the English speaking world the publication of *Asylums* by Erving Goffman (1968) resulted in a sustained attack on all forms residential care, even though the research had only been carried out in a single institution for adults and was not representative of the situation in many similar institutions. Though Martin Wolins (1974) in the US and Kathleen Jones (Jones and Fowles, 1984) in the UK made efforts to counteract what Jones has called the 'literature of dysfunction,' these have had little impact in academia and the uncritical application of Goffman's findings about a single institution to all institutions is the norm in the English-speaking world. In continental Europe one of the outcomes of the disturbances of 1968 was the home campaigns involving young people, students, academics and the media in which fundamental questions about the role of residential care were posed (Hansbauer, 2008).

9.1 The statutes are revised again

A new set of statutes finished at the March 1970 Federal Council were presented to the Budapest General Assembly (1970). The Budapest definition read

Als Kindergemeinschaften bezeichnet man permanente Erziehungseinrichtungen, welche Kinder aufnehmen, die keine Familie haben oder deren Familie in sozialer, gesundheitlicher oder erzieherischer Hinsicht als unzulänglich bekannt war oder ist. Diese Institutionen zielen darauf ab, Kindern eine geeignete *Betreuung* zu sichern und sie auf eine Eingliederung in die Gesellschaft vorzubereiten. Sie entwickeln ihre Persönlichkeit und ihren Sinn für soziale Verantwortlichkeit, um freie Staatsbürger heranzubilden, im Geiste der internationalen Verständigung und der menschlichen Brüderlichkeit.

Diese Kindergemeinschaften haben gegebenenfalls auch die Aufgabe, die Familie der Kinder in ihre Arbeit einzubeziehen. (My italics)

All references to family life and to active participation, even in the watered down form of the Lyons definition, have gone; in have come references to

- health, reflecting the increasing involvement of some FICE members in the care of children with disabilities,
- human brotherhood, reflecting the increasing interaction between Eastern and Western Europe,
- family work, reflecting both increased recognition in the West that changing the child and returning them to an unchanged family environment is unlikely to be successful and the much greater involvement of families in the East in the care of their children even when they were in residential care.

However, the delegates at Budapest voted against Article 9 which introduced votes for National Sections with individual members rather than children's communities as members and, when the statutes came back for ratification at Königstein in 1971, the definition had been considerably revised; it now read:

Als Kindergemeinschaften bezeichnet man *Heime*, welche Kinder aufnehmen, die keine Familie haben oder deren Familie in sozialer, gesundheitlicher oder erzieherischer Hinsicht unzulänglich ist. Diese Institutionen zielen darauf ab, im Geiste internationalen Verständigung und menschlichen Brüderlichkeit diese Kindern zu *betreuen*, sie auf eine Eingliederung in die Gesellschaft vorzubereiten und ihre Persönlichkeit und ihren Sinn für soziale Verantwortlichkeit und *Demokratie* zu entwickeln. Diese Kindergemeinschaften haben gegebenenfalls auch die Aufgabe, die Familie der Kinder in ihre Arbeit einzubeziehen (*My italics*).

Out had gone the references to 'a permanent nature for the care and education,' knowing that the parent was or is inadequate and 'an appropriate upbringing' while 'international understanding and human brotherhood' had become something that characterised the communities rather than the children who came out of them.

The addition in the Budapest Statutes of a reference to family work and the dropping of the reference to parents being 'inadequate' in the Königstein Statutes can be seen as steps in the journey towards a more inclusive view of child care; at Trogen the concern had been for children who had no families to care for them; at Lyons the concern had been for children who had families who were unable to care for them; by the time of the Budapest General Assembly, even without the impetus of the more open-minded attitude to family involvement that characterised many Eastern European countries,

FICE members' involvement in the care of children with disabilities had brought them into contact with parents who were not 'inadequate' but rather overwhelmed by the care demands of their children.

In the Budapest Statutes, Article 9 had retained the Zurich formula for votes per children's community and added that '20 individual members are counted as one children's community' reflecting the need, recognised within FICE International as early as 1967, to adapt to having National Sections like the UK Residential Child Care Association which only had individual members. At Königstein the votes for National Sections with 51-100 communities were reduced to three and for those with over 100 to four and National Sections with individual members were given one vote for 20-200 members, two for 201-400, three for 401-2000 members and four for over 2000 members with the proviso that a National Section with both types of membership could not cast more than eight votes.

In the Budapest Statutes General Assemblies, responsible among other things for electing the Honorary Officers, now only needed to be held every other year, a change obviously linked to the decision that Presidents should serve two year terms. Since Knöpfel Nobs (1992, p281) lists the records of the Executive Committee as starting in 1971, it would appear that the Budapest Statutes replaced the Bureau with the Executive Committee.

The Federal Council, now consisting of the Executive Committee and one representative of each National Section or provisional National Section where a country was in the process of forming a National Section, was given the powers in the Budapest Statutes to elect up to six Vice Presidents and to appoint Standing Committees of up to five permanent members, who could however co-opt experts to assist them. Since the Standing Committees had been in operation for some years, it is not clear whether they had been appointed in accordance with an earlier change in the statutes which was carried on in the Budapest Statutes or whether, like the Education Standing Committee, they had initially been appointed directly by the General Assembly and their incorporation in the Budapest Statutes was, like the establishment of the Executive Committee, part of a fresh start for the organisation. But, in granting the Federal Council the powers to appoint Vice Presidents and Standing Committees, they were granting it powers which the Management Committee had had and used under the Trogen Statutes.

The General Assembly at Königstein made some modifications to the draft (General Assembly, 1971b) presented to them in particular in relation to the President's powers, specifically changing the provision in the draft that the

President could only serve up to two consecutive terms and raising it to three. It also restored the power to call Extraordinary General Assemblies to the Federal Council – a power the Management Committee had had but which had only been granted to the Executive Committee in the Budapest Statutes and the draft for the Königstein General Assembly.

Among the things that remained the same between Budapest and Königstein were a commitment to develop child care in the context of a Children's Charter; among the other things that changed were that Trogen once more became the site of FICE's registered office. Though Article XVI of the Lyons Statutes had provided that FICE would be bound by the laws of the country where its registered office was, the Budapest Statutes, possibly reflecting a change made at Zurich or Tunis, had listed Paris as its registered office but Switzerland as the country by whose laws it was bound. Interestingly, discussions between individuals about repatriating the office to Trogen had begun as early as 1966 but it does not appear to have been discussed by the Federal Council until after the Budapest General Assembly (Knöpfel Nobs, 1992, p212).

Following the adoption of the Königstein Statutes, the Standing Orders required under Article 17 to be prepared by the Executive Committee were adopted at the May 1973 Federal Council (Conseil Fédéral, 1973) and remained in force for over twenty two years – possibly a record for any of FICE's rules!

Interestingly, these required applicants for active membership to submit their statutes, a report on their activities and financial situation, the number of children's communities and individual members and the address of the officers of the association to the sort of scrutiny by the Executive Committee that Robert Préaut had wanted in 1950 but which other members of the Management Committee had resisted (Comité de direction, 1950a). Applicants for associate membership were given three years from the next General Assembly to found a National Section with extensions being granted by the Federal Council.

However, all this work on the statutes did not resolve FICE's long-standing financial problems. It appears that in 1967 the portion of the membership fee per community remitted to FICE International had once more reverted to \$2, the level set in 1949. This was doubled in 1969 but such a formula was inadequate to meet FICE's needs and created difficulties for National Sections like FICE UK because the Residential Child Care Association had only ever had individual members and it did not collect information on whether they

worked in children's communities, universities, government or welfare organisations. In a letter to René de Cooman, now Honorary President, dated 30 September 1971, Josef Docekal set out some of the problems: at the time the membership fee was \$4 per community but not all National Sections were paying that (Knöpfel Nobs, 1992, p240). Eastern European sections, in particular, had difficulties obtaining hard currency and the German Democratic Republic tried to compensate for this by printing FICE publications. The 1973 Standing Orders provided for countries which could not pay hard currency to pay a minimal fee in hard currency and place the rest of the fee in an account in their own countries on which FICE could presumably draw for events within that country. In the end it appears that René de Cooman continued to support FICE financially so that its members did not need to pay the full cost of FICE International.

9.2 National Sections

On his appointment, Josef Docekal set about trying to increase the membership of FICE. Soon after his appointment he wrote to Ernst Papanek in the USA and in 1969 had further correspondence with Henry Curtis Patey, both of whom attended the Budapest Congress, when Henry Curtis Patey announced the formation of the American Section of FICE. In August 1969 he visited Amsterdam where he met a number of heads of homes who began to attend FICE events. As a result, a provisional Dutch National Section was founded in 1973, though it was not formally constituted until 1978, three years after it had hosted the 1975 Amsterdam Congress. There were attempts to interest the Soviet Union and a delegation attended the 1970 Budapest Congress. Josef Docekal's successor, Othmar Roden made attempts shortly after he became General Secretary in 1974 to interest Romania and Bulgaria in membership and he was able to announce four new associate members at the Amsterdam Congress in 1975, Ireland, Jamaica, Luxembourg and the Netherlands, though the last two were re-foundations of National Sections rather than new National Sections.

The relative lack of success of FICE in gaining new members can be gauged by comparing the list of countries with whom Fernand Cortez had been in contact and the list of contacts from the FICE 1974 Year-Book (Commission spécialisée Educateurs et Personnel, 1974) which contains the responses from National Sections to a questionnaire similar to the one which was circulated to FICE members in preparation for this volume. Table 9.1 lists the membership of those who provided this information; in addition, Algeria, Hong Kong, India, Israel, Iran, Morocco, the Netherlands, Poland, Sweden,

Tunisia and Yugoslavia, most of whom were only associate members, provided some information about honorary officers and recent events. Of these, only Iran and Morocco had not been in some contact with Fernand Cortez, though Italy and the USA who had been no longer in contact in 1974 and the Netherlands had dropped out of and then resumed contact with FICE. So there had been no net gain in membership in Luxembourg was the children's communities listed as in membership in Luxembourg was the children's community at Sanem Castle, created after the successful international camp there in 1950 (Section 4.2).

	Communities	Individuals
Austria	59	
Belgium	37	4
Czechoslovakia		152
France	680	1100
Germany (BD)	115	294
Germany (DDR)	102	14
Hungary	137	
Luxembourg	2	20
Switzerland	26	
UK		2200

Table 9.1: FICE Members 1974

9.3 Study Days and Congresses

From 1970 onwards I have had access to primary sources relating to about two thirds of the Congresses or Study Days, as they continued to be called. Their shape had changed considerably since the Lyons Study Days; those who had attended the 1966 Tabarz Study Days had been brought face to face with the reality of the Stasi; perhaps in order to counter that impression and the lack of an event in Eastern Europe in 1968 or perhaps just out of pride in their own achievements, the Hungarians put a lot of effort into making the 1970 Budapest Study Days a success.

9.3.1 Budapest Study Days

Instead of two days study and two days for the General Assembly as there had been at Lyons in 1950 (Section 5.7), there was one and half days study and a whole day of trips to children's establishments, just one day for the General Assembly and Federal Council and one and a half days for excursions.

Describing child care in Hungary, Klára Földesi (1970), Vice President of FICE Hungary, revealed that the percentages of the child population in foster and residential care in Hungary were very similar to those in the UK at the time. She stressed the significance of the children's own families, the view that a children's home can never replace a good family, the need for children's homes to be part of the community and to encourage self-government within the home, the need to avoid placement changes for children and, where unavoidable, to plan them with care, the need to avoid both authoritarian and *laissez-faire* approaches to child care and the need for children's homes to be intellectually and creatively stimulating environments.

Ottó Lipkowsky (1970) (Poland) focused on preparing children in care for work; studies had shown that choice of work was influenced by:

- family occupations
- the desire to be independent from the family as soon as possible and
- fashion.

However, young people rarely knew anything about the pre-requisites for their chosen occupation and support from both parents and teachers could influence the young person's eventual choice. Young people need preparation for work and contact with young people living in their own homes.

Karl Birzele (1970) (Austria) argued that improving the facilities in children's homes to allow a greater range of activities for children was one way of compensating for the endemic shortage of staff. Kurt Sjöström (1970) (Sweden) argued that the fundamental causes of difficult behaviour lay within families and that the future lay in working with families, foster families and institutions in ways which would gradually reduce the need for institutional support for young people displaying difficult behaviour. In an unscheduled additional paper, V F Kovalov (1970) (USSR) outlined the importance of the collective and self-government in children's homes in the Soviet Union.

Half a day was devoted to open meetings of the Standing Committees and half a day to group discussions of the conference papers and, as at Lyons twenty years earlier, the reports of these discussions were brought back to the General Assembly.

9.3.2 Königstein Congress

The Germans managed to shorten the Königstein Congress (possibly the first time the word 'Congress' was used officially) by a day by having only half a day of excursions but they increased the study time to two days plus a day of visits

to children's establishments by holding the Federal Council before the start of the Congress rather than during it. However, the Standing Committees also met before the start of the Congress, denying members an opportunity to discuss the issues except in the context of their reports to the General Assembly. Rather than groups to discuss the issues raised by the main speakers directly, there were working groups both on different aspects of the Congress theme *The child between home, family and administration* and on its application to children with disabilities, which then reported back to the General Assembly. Each evening films from different countries about child care issues were shown and discussed and, for delegates who could stay for another week, there was a programme of visits to facilities in various parts of Germany.

In his address Wolfgang Bäuerle (1971) (Germany (BD)) painted a somewhat depressing picture of the future for child care in the Federal Republic; there was too much residential provision, taking in children whose needs could be better met through community based services, often poorly resourced and relying on untrained staff. Anne Frommann (1971) (Germany (BD)) pointed out that most children in care came from deprived or disturbed backgrounds but that children's rights to better care were regarded as less important than parental rights. Institutions that tried to be family-like rarely understood what that entailed. Foster care was in decline in the Federal Republic partly because administrators did not always treat people as human beings; yet people could only help children if they treated each other as human beings.

The report of the working group on cooperation between home and family stressed the importance of involving families in their children's care, of having children homes close enough for families to maintain contact and for decisions on placements and discharge to be taken as far as possible in cooperation with families and not enforced by the authorities. The working group on barriers to cooperation stressed the need for staff teams to be open and accessible to families and for neither to treat the child as their property or seek to bribe them. The working group on staff stressed the importance of the personality and relationships made by staff, including their willingness to learn from children and young people, their teamwork skills and the need for staff development through supervision, further study and professional gatherings. Three working groups on the needs of children with a variety of disabilities also made reports on their areas.

9.3.3 The 25th Anniversary Paris Study Days

The 25th Anniversary Congress offered two and a half days' study on the theme of the initial training and further development of teachers and child

care staff in the residential care of children and young people¹, a half day of excursions, a day of visits to establishments and a whole day for the General Assembly and the reports from the working groups. As at Königstein, the Standing Committees met outside the programme for the study days and there was an opportunity to spend a further week visiting French residential establishments. There was a single evening of child care films and a single address by Rector Henri Gauthier *La valeur humaine est-elle objet de formation?*² but substantial background papers had been prepared on the:

- initial training of teachers
- further development of teachers
- initial training of child care workers
- further development of child care workers and
- initial training and further development of managers

for use by the smaller language based groups which met for a day and half to discuss their topics. There was a final half day meeting, with simultaneous translation, at which all the different language groups who had been discussing a particular topic were able to share their conclusions which were then collated into a report for the General Assembly at which Josef Docekal announced his resignation as General Secretary and commended Othmar Roden (Austria) for election to the post.

9.3.4 Amsterdam Congress

There were two and half study days on the theme of new developments, identified as small group homes and democratisation, and one day for visits to residential establishments. The first day consisted of formal presentations on the two topics, the second of working groups and the final half day was occupied with the reports of the working groups, with one hour set aside for the General Assembly.

Bibliographies on the Dutch, English, French and German literature covering the twin themes were provided to enable participants to explore the subjects further. Interestingly, while the English bibliography of small group homes was considerably larger than the German one, the position was reversed in relation to democratisation.

In the brief General Assembly, Raoul Wetzburger (Belgium) was elected as President following Louis François' surprise resignation (Section 9.5) and participants were informed that Hermann Widmer had resigned as Treasurer; Herbert Angst (Switzerland) was elected as the new Treasurer and Luxem-

bourg, the Netherlands, Jamaica and Ireland were welcomed as new associate members.

9.3.5 Aberdeen Congress

The Aberdeen Congress on the theme of integrated caring consisted of two study days, a day of visits to residential establishments and a day of excursions. There was no General Assembly. Peter Righton (1976) (UK) highlighted the professional split in the UK between residential workers who cared for children and other social workers who worked with their families. Only by seeing residential care as preferable in some situations, stopping using it for children for whom it was not appropriate and assessing children's needs better could integrated caring be provided. This would need integrated training of all those working with children and young people and administrative structures that facilitated integrated care in which everyone, including the child, shared in its planning.

Barbara Tizard (1976) (UK), described research showing that training staff on its own did not improve the quality of their communication with children; they had to be in an environment which granted them the autonomy to use their skills. She stressed the importance of staff in direct contact with children making the primary relationships with children – which would only happen if staff cared for them over a sufficient period. But most junior staff who were in a position to do this moved on more quickly than more senior staff.

Two half days were devoted to five topics:

- the family as a treatment resource
- problems of confidentiality in shared caring
- how far do residential patterns reflect society's attitudes towards its own social casualties?
- how can residential establishments counteract the additional inner conflicts caused by residential caring?
- how can residential workers help to counteract adverse patterns in society which precipitate social handicap?

for which, as at Paris, background papers had been prepared.

9.3.6 Graz Symposium

The 1978 Graz Symposium, as Othmar Roden (1983) termed it, followed much the same pattern but marked a significant broadening of FICE's work

in that it was focused largely around the needs of children and young people with disabilities. There was half a day of plenary sessions, two days of workshops and half a day for the General Assembly to which the reports of the workshop groups would be made.

There were working groups on:

1. handicapped children and their education, led by Louis François
2. vocational training for mentally handicapped children and adolescents, led by Udo Schlitt
3. handicapped children and adolescents and their parents, led by Werner Witzeling
4. sports and leisure activities for the handicapped, led by Emile Hemmen
5. institutions in the forefront of residential care and after-care, led by Josef Grestenburger

However, rather than a single background paper for each working group, for some working groups more than one paper had been prepared, not necessarily by the chair of the working group. The chairs each prepared a report for the General Assembly; in addition working group 2 on vocational training for mentally handicapped children and adolescents also produced a substantial paper largely authored by members of FICE Germany (BD) and asked to be allowed to continue their work, a request that was granted, culminating in a day seminar in Linz in December 1980 *Integration Behinderter in das Berufsleben* (Fédération Internationale des Communautés d'Enfants, 1980b).

9.4 Standing Committees

The Standing Committees were created as a result of pressure from members at the 1967 Vienna General Assembly; initially there were four Standing Committees covering

- psychology and child care, chaired by Karl Birzele (Austria)
- child care staff, chaired by Paul Spindler (Austria)
- medical and social issues, chaired by Gabrielle Girard (France)
- advice on the building and equipping of children's communities, chaired by Camille Hermange (France)

The child care staff committee was expected to consider training issues and the medical and social issues committee was set up to consider the needs of children with disabilities, an increasing area of interest for some National Sections.

At the Budapest Study Days, each Standing Committee had an open meeting which delegates could attend and the Budapest Statutes provided for the membership of Standing Committees to be determined by the Federal Council and for a Co-ordinating Committee to be created consisting of the Executive Committee and the chairs of the Standing Committees. But at the Königstein Congress and the Paris Study Days they only met in closed session. By this time the Standing Committee on 'child care staff' had changed its name to 'child care and other staff' and by 1974 it was being chaired by Otton Lipkowski (Poland). The Standing Committee on 'advice on the building and equipping of children's communities' had changed its name by 1974 to 'documentation and technical advice' and two years later to 'technical, documentation and advice' before becoming just 'technical advice' by 1979 (Roden, 1979e).

The Standing Committee on medical and social issues had ceased to operate by 1974 but in 1973 a Standing Committee for the international communication of knowledge chaired by Wolfgang Bäuerle (Germany (BD)) was created. Wolfgang Bäuerle tried to create a clearing house for National Sections to share their experiences and research but resigned in 1975. Between 1974 and 1976 a Standing Committee on publications and information was created but had ceased to function by 1979 and at some point a Standing Committee on management and legal issues was established which was still notionally in operation in the early 1980s, although no records of its chair or activities appear to exist.

At the September 1978 Federal Council Professor Reyman was appointed chair of the Standing Committee for the international communication of knowledge but it is not clear whether the chair had been vacant since Wolfgang Bäuerle had resigned in 1975. By this time only the Standing Committee on child care, now chaired by Heinrich Tugener (Switzerland), and technical advice met regularly. Interestingly, following the Graz Symposium, working group 2 on vocational training for mentally handicapped children and adolescents, chaired by Udo Schlitt, had been mandated to continue its work rather than a new Standing Committee being created.

By 1979 National Sections were being invited by the General Secretary, Othmar Roden, to appoint correspondents to each of the Standing Com-

mittees (Roden, 1979c,e) and ahead of the conference in Dublin he wrote of 'revitalising' the Standing Committees (Roden, 1979a). Though this did not happen, his appeals did not entirely fall on deaf ears.

The Standing Committees had in the past managed to inspire publications, including *Aus- und Fortbildung von Erziehern für die Arbeit im Heim* published in 1971 following a seminar in West Berlin, *Architekturelle Konzeption der Kinderheime* (1972) and the FICE Year-Books compiled by the Standing Committee on child care and other staff. However, Karl Birzele was later to complain that FICE did not have the financial or other resources to support Standing Committees, which may have been a reaction to the 1973 Standing Orders which limited the expenses of chairs of Standing Committees to the costs of attending one meeting each year.

In the end FICE was to find alternative ways of achieving what the members had sought to achieve by setting up the Standing Committees but at least one Standing Committee was going to go out with a bang. At the 1977 Vienna Symposium Heinrich Tuggener had made his first appearance on the FICE International scene (Roden, 1983) and he was subsequently appointed chair of the Standing Committee on child care and other staff. By 1979 he had managed to assemble a group consisting of Haydn Davies Jones (UK), Werner Steinhäuser (Austria), Jürgen Kalcher (Germany BD), Marcel Courtioux (France), Marcelle Hemmer and Jeanne Loutsch (Luxembourg), Kees Waaldijk (Netherlands) and Iva Vankova (Czechoslovakia) to take forward the theme of the 1977 Vienna Symposium – the professional training of child care workers (Fédération Internationale des Communautés d'Enfants, 1980a). Marcel Courtioux, Jürgen Kalcher and Iva Vankova were long-term participants in FICE activities. Heinrich Tuggener had worked with FICE Switzerland and, like Kees Waaldijk, had attended the Vienna Symposium. Haydn Davies-Jones was head of the advanced child care course at the University of Newcastle and had agreed to represent the UK after the withdrawal of the Residential Care Association from membership of FICE in 1978. Though the report in the 1980 FICE Bulletin (Fédération Internationale des Communautés d'Enfants, 1980a) makes no mention of the Standing Committee's work resulting in a book, a book entitled *Leben mit Anderen als Beruf – der Sozialpädagoge in Europa* (Courtoux et al, 1981) was published by FICE and then translated into English and published in 1984 as *The Socialpedagogue in Europe – Living with others as a Profession*. That same year FICE Denmark also published a Danish translation of it.

However, a list of FICE officers produced by Franz Züsli at the time of his appointment as General Secretary in 1984 simply lists the names of the Standing Committees with the space for the chair's name and address vacant in each case.

9.5 FICE slows down and changes gear

Concerns had begun to be expressed about FICE's future; in a letter of 6 June 1975 to Raoul Wetzburger, President of FICE Belgium, Othmar Roden had expressed concern that FICE did not have a real place among international organisations. In spite of the efforts of Josef Docekal, with the foundation of FICE Denmark in 1976 there had effectively been only two new members, Denmark and Ireland, in over ten years, although some, like the Netherlands, had resumed contact after a period of no contact and Luxembourg had created a new National Section. No-one could have foreseen in 1975 the tremendous contribution which FICE Netherlands was to make over the next 30 years, that FICE Luxembourg, in adopting the name *Association Nationale des Communautés Educatives* at its foundation in 1978, would provide the template for FICE's name change in 1982 or that Denmark, Luxembourg and the Netherlands would each produce future Presidents.

There is no mention at the Amsterdam or Aberdeen Congresses of anyone from UNESCO or any other international organisation being present, though there had been a UNESCO representative at Budapest, Königstein and Paris, a far cry from the glittering list of international organisations present at Charleroi and Lyons.

In practice tensions had been mounting in the organisation since the election of Othmar Roden as General Secretary at the 1973 Paris General Assembly. Though Louis François allowed his name to go forward for a third term as President at Banja Luka in 1974, he resigned half way through his term and was replaced at the 1975 Amsterdam General Assembly by Raoul Wetzburger, Director of *La Cité de l'Enfance*, the establishment with which René de Cooman had been associated throughout most of his professional life. Louis François did however accept an invitation from Othmar Roden to chair a working group on 'Handicapped children and their education' at the 1978 Graz Symposium when he would have met at least two future presidents.

There were numerous discussions between individuals and in the Federal Council about how to make FICE a more vibrant organisation with Karl Birzele, for example, describing it in 1975 as a travel bureau and setting out his vision in a 'Manifesto for Progressive Child Care' (now presumed lost).

One response to this may have been the Graz Memorandum published on 12 December 1975, setting out a desire for FICE to become more than just a membership organisation and to become a source of the latest expertise and experience in practice and research and of the most up-to-date publications in the whole area of child care, not just in residential care and not just in Europe but across the world. It would seek to influence both legislation and administration. This, Knöpfel Nobs (1992, pp195 and 258) argues, set the scene for the discussions that led to the changes at the 1982 Köszeg General Assembly.

Though lack of confidence in Raoul Wetzburger had been expressed at the outset, no-one proposed an alternative to him in Vienna or Dublin or a successor to him at Hadassah Neurim in 1981 when his term of office should have come to an end. Othmar Roden was criticised for failing to understand the role of National Sections (Knöpfel Nobs, 1992, p228). In the UK this growing lack of trust was fuelled when FICE UK issued an invitation to National Sections to submit papers for an international reader on residential child care and did not receive a single response from FICE members, though people from outside FICE did respond to the invitation; the upshot was that the Residential Care Association resigned from FICE in 1978. However, there is no evidence that Wolfgang Bäuerle had been any more successful in stimulating the sharing of information between National Sections a few years earlier.

At the 1979 Dublin Congress Othmar Roden was severely criticised, and this may have encouraged him to greater efforts to stimulate the interest of National Sections in the Standing Committees and in letting them know about international opportunities to which they could respond. At the suggestion of the Federal Council he tried to restart the FICE Bulletin and succeeded in publishing one issue in April 1980 (Fédération Internationale des Communautés d'Enfants, 1980a). This included articles on the development of an intensive, professional fostering scheme in Switzerland, the Declaration on the Rights of the Child, (though without mention of the proposal to develop a Convention) the activities of FICE Netherlands including a planned conference on 'FICE in the 80s', child care in India, a five year research project in Czechoslovakia comparing the progress of children in children's homes and those in their own homes and a summary of a paper prepared by Steen Lason for working group 3 at the Graz Symposium. There was also information on the availability of the papers from the Graz Symposium and the Dublin Congress and a report on the work of the Standing Committee on child care and other staff (Section 9.4).

Othmar Roden tried to generate the interest of National Sections in events linked to both the International Year of the Child (1979) and the International Year of Disabled Persons (1981), and to encourage National Sections to report their activities including 'exchange programmes (residential workers, experts, children)' (Roden, 1979d). There were regular exchange programmes for children in Eastern Europe but there were no formal FICE exchange programmes for staff or experts at the time. He was encouraged by the success of working groups on vocational training for mentally handicapped children and adolescents which promised to be a beacon for FICE's commitment to children and young people in the International Year of Disabled Persons.

The facts that, after Aberdeen, there were two successive Congresses in Austria before the new Irish National Section invited FICE to hold its 1979 Congress in Dublin and that, in spite of Othmar Roden's appeals (Roden, 1979a), no-one came forward to host a Congress in 1980 or 1982 and apparently no-one submitted any nominations for an alternative or a successor to Raoul Wetzburger all suggest that the problems lay deeper than the officers of FICE.

Yet by 1980 two expert seminars were being planned, one to support the work of the Standing Committee on child care and other staff and other to support working group 2 on vocational training for mentally handicapped children and adolescents (Fédération Internationale des Communautés d'Enfants, 1980b, p4), the latter of which certainly went ahead, as Othmar Roden (1983) refers to Heinrich Tugener's contribution to it in a letter three years later. FICE was gradually changing from being an organisation for residential child care professionals into an organisation for experts.

Note

¹ 'Initial training' and 'further development' are better translations than 'pre-service' and 'in-service' used at the Paris Study Days.

10

Selected events 1965-1981

1965

July

Congress and General Assembly in London, England *Das Heimmilieu in Theorie und Praxis. Le milieu institutionnel. The residential environment: theory and practice*

1966

Spring

Fernand Cortez resigns as General Secretary at a Federal Council partly because he was the object of criticism about the slow growth of FICE

25 April

General Assembly: Josef Docekal (Austria) becomes General Secretary (it is not clear whether this General Assembly was held in the German Democratic Republic)

Congress in Tabarz, Germany (DDR) *Die sozialpädagogische Aufgabe der Heimerziehung in der DDR. La tâche socio-pédagogique de l'éducation dans les maisons d'enfants en République Démocratique d'Allemagne*

1967

July

Congress in Vienna, Austria *Heimerziehung in Oesterreich. Education en communautés d'enfants en Autriche. Education in children's communities in Austria*

14 July

General Assembly: Edouard Barbel resigns as Treasurer and is replaced by Hermann Widmer (Switzerland); Standing Committees are established

1968

August

20th Anniversary Congress and General Assembly in Trogen, Switzerland *Etudes des nouvelles orientations de la FICE*

1969

26 April

Foundation of *Internationale Gesellschaft für Heimerziehung (IGfH)* as FICE Germany (BD)

Congress and General Assembly in Klemskerke, Belgium *Erziehung in Kindergemeinschaften durch Leben fürs Leben. Education en communautés d'enfants pour la vie et par la vie. Education in children's communities, for life, through life*

1970

12-18 July

Congress in Budapest, Hungary *Der Kinder- und Jugendschutz in Ungarn. Protection de l'enfance et de la jeunesse en Hongrie. Child and Youth Welfare in Hungary*

The following papers were presented:

- László, József: Child and youth welfare in Hungary
- Földesi, Klára: Collective education in Hungarian state homes
- Lipkowski, Otton: Preparing children from children's homes for choice of career and adaptation to society
- Birzele, Karl: *Die gesellschaftlichen Beziehungen der in Erziehungsheimen lebenden Kinder und ihre Rolle bei der Erziehung*
- Sjöström, Kurt: The assessment and treatment of problem children

General Assembly: All except Article 9 (voting rights) of the new statutes accepted; in particular, the Executive

98

Committee is set up replacing the Bureau. René de Cooman resigns as President and is elected Honorary Life President; Louis François (France) is elected President

1971

24-29 May

Congress in Königstein, Germany (BD) *Das Kind zwischen Heim, Elternhaus und Verwaltung. L'enfant entre le centre, sa famille et l'administration. The child between home, family and administration*

The following papers were presented:

- Bäuerle, Wolfgang: *Die Situation der Heimerziehung in der Bundesrepublik Deutschland*
- Frommann, Anne: *Das Kind zwischen Heim, Elternhaus und Verwaltung*

General Assembly: New statutes accepted; registered office returns to Trogen

27 May

1972

Congress in Warsaw, Poland *Die Vorbereitung zur gesellschaftlichen Eingliederung mancher Kinder mit Entwicklungshemmungen und Behinderungen.*

L'insertion professionnelle et sociale des enfants et adolescents inadaptés dans les établissements de l'assistance à la jeunesse et dans les foyers éducatifs

1973

12 May

Federal Council in Zurich, Switzerland: Approval of Standing Orders in accordance with Article 17 of the Königstein Statutes

3-7 September

25th Anniversary Congress in Paris, France *Ausbildung und Fortbildung der Lehrer und Erzieher in Kinder- und Jugenddörfern. Formation et perfectionnement des enseignants et des éducateurs de communautés d'enfants et d'adolescents. Pre-service and in-service training of teachers and specialized educators in children's and adolescents' communities*

99

The following paper was presented:

- Gauthier, Henri: *La valeur humaine est-elle objet de formation?*

7 September

General Assembly accepts the proposal from Josef Docekal that Dr Othmar Roden be his successor as General Secretary

1974

15-16 February

Federal Council in Vienna, Austria: Helga Stefanov becomes FICE German-English interpreter

September

Congress in Banja Luka, Yugoslavia *Analyse der Möglichkeiten und der Ziele für die Behandlung und Resozialisierung gefährdeter Jugend*

1975

21-24 May

Congress in Amsterdam, Netherlands *Neue Entwicklungen in residenzieller Hilfeleistung. Evolution de l'éducation communautaire. New developments in residential assistance*

The following papers were presented:

- Helmantel, Harm: *Familienhäuser. Maisons de famille. Family homes*
- Williams, John: *Group homes*
- Verbeeck, Ivo: *Broundale*
- van der Linden, Bert and Kluge, K J: *Untersuchungsergebnisse über Mentalitätsänderungen bei Heimerziehern von autoritär nach demokratisch*

Christine Karner becomes FICE German-French interpreter

24 May

General Assembly: Louis François resigns as President half way through his third term and is made an Honorary Life President; Raoul Wetzburger (Belgium) succeeds him; Hermann Widmer resigns as Treasurer and is made an Honorary Member; Herbert Angst succeeds him;

Luxembourg, the Netherlands, Jamaica and Ireland are accepted as associate members

1976

Foundation of FICE Denmark (no new sections until 1980s)

14-17 September

Congress in Aberdeen, Scotland *Integrierte Heimerziehung. L'éducation intégrée. Integrated caring*

The following papers were presented:

- Righton, Peter: *Towards integrated caring – a long journey*
- Tizard, Barbara: *Institution structure and its effects*

1977

Symposium in Vienna, Austria *Heimerzieherausbildung in Europa. La formation des éducateurs spécialisés en Europe*

1978

9 June

Foundation of Association Nationale des Communautés Educatives, FICE Luxembourg

12-14 September

Symposium in Graz, Austria *Behinderte Kinder und Jugendliche im Heim – Möglichkeiten der Integration in Familie und Gesellschaft*

The following papers were presented:

- Rett, Andreas: *Children and adolescents with cerebral damage – at the hospital – in home – the capabilities and limitations of medicine – tasks of society*
- Bach, H: *Social pedagogics within the overall system of integration aids with particular reference to homes for children and adolescents*
- Birzele, Karl: *Self-realisation and shared responsibility – important means of re-education for maladjusted children and adolescents*

15 September

General Assembly: Working Group 2 on vocational training for mentally handicapped children and adolescents chaired by Udo Schlitt is mandated to continue its work; Luxembourg and Denmark become active members

1979

July

Congress in Dublin, Ireland *Das Recht aller Kinder im Geiste des Friedens und der Nächstenliebe aufzuwachsen*

The following plenary papers were given:

■ Lason, Steen: Family Treatment in Childcare

■ Brennan, Pat: Children's Rights

Meeting of Standing Committee on child care and other staff

1980

November

Symposium organised in Vienna, Austria by the Standing Committee on child care and other staff *Der Sozialpädagoge in Europa*

December

Symposium organised in Linz, Austria by Working Group 2 on vocational training for mentally handicapped children and adolescents *Integration Behinderter in das Berufsleben*

1981

Congress in Hadassah Neurim, Israel *Erziehung benachteiligter Kinder und Jugendlicher in Internaten und Heimen. Residential education for disadvantaged youth*

11

An international expert organisation for extra-familial care (1982-1992)

In retrospect, it is clear that during the late 1970s FICE was changing: it is perhaps not surprising that the UK Residential Care Association, an organisation predominantly consisting of residential care professionals, found itself out of step with FICE as probably a number of other National Sections did. Some of those who represented FICE in Eastern Europe had responsibilities going beyond residential care and several of the sections founded or re-founded in the 1970s brought together people from outside the traditional boundaries of residential care. Moreover, the diagnosis of the Standing Committee on child care and other staff was probably correct: until FICE had sorted out what was involved in the care and education of children, they could not move forward (Fédération Internationale des Communautés d'Enfants, 1980a) and to do that they needed the help of experts, something which Bernard Drzewieski had recognised when he had brought together heads of children's villages and experts in Trogen thirty years earlier.

What the experts were to suggest was that, in order to care for the whole child, FICE had to break out of its straitjacket of only thinking about children and young people in residential care. The 1970 Budapest Statutes had introduced the idea of thinking about the child's family as well as the child, the 1971 Königstein Congress had looked at *The child between home, family and administration* and the 1976 Aberdeen Congress had explored the concept of *Integrated Caring* but FICE needed to go further and think about children and young people in all contexts, as some National Sections already did. Out of his experience of chairing the Standing Committee, Heinrich Tugener was to support the revision of the statutes and agree to his name going forward as President.

As no-one had come forward to host a Congress, an Extraordinary General Assembly was held alongside the May 1982 Federal Council at Kőszeg, Hungary when it agreed, following the example of FICE Luxembourg in 1978, to adopt the name *Fédération Internationale des Communautés Éducatives*, to open the organisation up to all types of children's organisation and to elect Heinrich Tuggener as President.

Ten years later, FICE had been revitalised, attracting new members and bringing some who had lost contact back into its fold. But it was not an easy journey. When Heinrich Tuggener became President, FICE was effectively bankrupt and, following the withdrawal of the US from UNESCO in 1984 and of the UK in 1985, UNESCO faced severe budgetary problems and terminated financial support for FICE in 1985, ironically just as FICE was beginning to produce more regularly than for many years the sorts of professional texts which UNESCO had long wanted to support. Heinrich Tuggener, President, and Franz Züsli, General Secretary, were able, through the good offices of the Swiss Ambassador at UNESCO, Mr Hummler, to visit UNESCO in Paris to seek to reverse the loss of the UNESCO subsidy, but no success.

However, during this time UNESCO had promoted a number of peace initiatives including the Project in Education for International Co-operation and Peace and in 1987, following the International Year of Peace (1986), FICE was among those people, organisations and places that had promoted peace that were declared Peace Messengers.

11.1 Creating a firmer foundation

With the death of René de Cooman, FICE no longer had someone to turn to for financial support and for several years were unable to afford to pay for interpreters at conferences. Yet for sustainable growth FICE, as always, needed an efficient secretariat. So in 1983 Heinrich Tuggener used his contacts with Dr Nufer, Chair of the *Pestalozzi Children's Village Foundation*, to explore the possibility of the Foundation hosting the FICE Secretariat. Finding a solution became urgent at the October 1983 Federal Council when Othmar Roden indicated to Heinrich Tuggener his wish to resign. Heinrich Tuggener asked him to stay on until he could secure a successor and gained Federal Council support for approaching the *Pestalozzi Children's Village Foundation*. On his return he wrote to Dr Nufer setting out the need for an urgent resolution of the issues (Tuggener, 1983). He met Franz Züsli, then General Secretary of the Foundation, informally and attended the Foundation's Council on 10 December 1983 as a result of which a contract was signed under which they would make someone available for the FICE secretariat for

at least 25 days a year from within their own secretariat for a fee of 10,000 Swiss francs a year from April 1984, thus saving FICE all the trouble of managing its own secretariat for the next fourteen years. It was agreed that Franz Züsli could be nominated as General Secretary of FICE and in practice he began work on 1 January 1984 allowing Othmar Roden to stand down which he did with a dignified farewell letter in December 1983 (Roden, 1983).

11.1.1 The Luminy General Assembly

As in the previous two years FICE had received no invitation from a National Section to hold its 1984 Congress. So Camille Hermange, a long-standing member of FICE France and former Chair of the Technical Advice Standing Committee, agreed to ask FICE France to accept FICE International as a 'guest' at their conference held at Luminy University, Marseilles. The theme took that of the Graz Symposium further exploring the changes in the ways in which people perceived the needs of young people with disabilities. After years of expansion in facilities, the movement towards normalisation was causing people to think again about the right direction in which to go, in particular to look at the sorts of activities that young people might take part in in the community and the barriers that might need to be dismantled to enable this to happen.

The study days were preceded by the General Assemblies of FICE France and FICE International. The latter opened with a demonstration from the Danish and Swedish participants because FICE had no money to pay for an English interpreter. A protest poster was put up and members of the Scandinavian delegations marched around the assembly room singing and protesting at this lack of organisation. Once it got under way, the General Assembly completed the changes that had been initiated with the discussions in the Standing Committee on child care and other staff; in a new relationship with the Pestalozzi Foundation Franz Züsli (Switzerland) was formally elected General Secretary and Robert Soisson (Luxembourg) Treasurer in succession to Herbert Angst.

11.1.2 The Luxembourg Congress

As in previous years, there had been no offer to host a FICE Congress in 1985 but, as it had been declared the International Year of Youth, FICE Luxembourg, in association with the Luxembourg Association des *Directeurs des Centres d'Accueil*, decided to mount a conference on the 'Current problems of young people in residential care in Europe' which was attended by many FICE members in lieu of an official FICE Congress.

But the Luxembourg Congress marked the end of one era in that it was the last FICE event for which UNESCO subsidised the production of the conference papers and the beginning of another, in that it set the scene for a new style of congress in which the results of the congress were the papers presented by the speakers assembled into a conference publication (Soisson, 1986). With this new style child care workers would no longer listen to a couple of inspiring speakers and then get down to discussing their concerns in working groups; the event had become a place for experts to give papers and for participants to listen.

11.2 The Congresses

11.2.1 The Malmö Congress

Though the 1970 Budapest Statutes had first enabled FICE to have General Assemblies every other year, there had been congresses every year until 1980 when no-one had responded to Othmar Roden's invitation to host a congress; thereafter, apart from the 1981 Jerusalem Congress there had been no congresses; the 1982 General Assembly had been added to a Federal Council and the 1984 General Assembly to the FICE France Study Days; the 1986 Malmö Congress inaugurated a new era of FICE Congresses in several ways.

With the General Assembly now more firmly than ever a collective of National Sections rather than of children's communities, it turned into a business meeting held before the congress whose outcomes might or might not be reported to congress participants. FICE did not stop passing resolutions at congresses but these became communiqués crafted by the officers for acceptance by congress participants rather than motions based on the discussions that had taken place during the congress. Though there were to be old style congresses in the future, they no longer had anywhere to which to report their findings.

The Malmö Congress concluded with the Malmö Declaration (Fédération Internationale des Communautés Éducatives, 1987), itself modelled on the 1985 Münster Declaration passed by FICE Germany the year before and so-called because, like a UN Declaration, it was not intended to be binding on National Sections, setting out FICE's manifesto for the development of all forms of extra-familial care.

With its theme of extra-familial care it also inaugurated a pattern of biennial congresses and in the conference proceedings (Lighthart, 1987) the plenary and workshop papers are grouped under the headings residential care, foster care, problem-solving and others, with contributions from Eastern and

Western Europe, Israel and, perhaps for the first time since Trogen, the USA – a balance of contributions which FICE would struggle to achieve in future Congresses.

The role of congresses as showcases for FICE International was reinforced by the introduction of an international planning committee alongside the local one; no longer were National Sections to be allowed to plan congresses on their own. Though both the St Gallen and Prague Congresses were to revert to the more traditional structure of working groups, they had become developmental exercises for participants under the guidance of experts rather than for FICE as a whole. The new style resumed at the 1992 Luxembourg Congress, whose theme of *Policymaking, research and staff training* demonstrated the transformation of FICE into an organisation concerned with all aspects of child care.

11.2.2 The St Gallen General Assembly and Congress

Prior to the St Gallen General Assembly it had appeared that, for the first time since the General Assembly had acquired the power to elect the President, there might be an election between Steen Lasson (Denmark) and Ulrich Gschwind (Switzerland) but Ulrich Gschwind withdrew on health grounds and the first person whose mother tongue was not one of the official FICE languages – English, French or German – became President, something which was to become more common. The General Assembly also agreed that active National Sections should have two votes in the General Assembly and associate members one vote.

The Fortieth Anniversary Congress (Hüttenmoser and Baumgarten, 1989) was notable for being the largest (over 450 participants) from the greatest number of countries (23) in FICE's history. There were three study days or two and half if participants chose to visit a centre instead of attending a workshop and it reverted to the FICE tradition of working groups to explore the themes of the plenary papers though there was no General Assembly to which to report the results. The half day workshop session was dominated by presenters from North America instead of having the much greater spread at Malmö, presumably reflecting in part the requirement on North American academics to present a paper at an international conference in order to be able to reclaim their expenses.

In his opening address *Family, fostering, residential care: observations on a sometimes difficult relationship*, the retiring President, Heinrich Tuggener (1989), argued that the family model of the late nineteenth century was a

throwback to the rural model of the '*Grossfamilie*' which did all its own work. Both fostering and residential care fossilise older ideas, for example, gender stereotypes such as the preference for fostering girls. He noted that fostering had rarely delivered what it had promised and concluded by suggesting that each has to come to terms with the conflict between increasing professionalisation, which tends to increase the distance between people, and the common sense of ordinary people.

There were plenary papers on the topic *The family: an ideal or an old-fashioned concept* by Professor Berger of Wellesley College, USA and Heinrich Kupffer of Berlin followed by one by Jane Aldgate, of Oxford University, on *Interpersonal dynamics in family and residential care*. She pointed out that adolescents are normally growing away from their families of origin but that the confidence and sense of self-worth that enables that to happen depend on an understanding of one's own origins and having a 'stability family'.

UK research had shown that, while foster homes were generally more child oriented, children showed improvement in both foster care and residential care and some children's homes could be more child-oriented than most foster homes. Also, some young people preferred the more impersonal approach of a children's home because they had experienced difficulties in family situations.

She listed three main causes for the high breakdown rate in foster homes:

- the child's inability to adapt to the new family
- the family's inability to accommodate the child and
- relationships between the foster family and the child's family of origin

often arising from a conflict between the demands of normal socialisation and the special needs of the children. (Most of these points echo those made by Brosse (1950b) nearly forty years earlier.)

Many children preferred residential care because they found it easier to keep in touch with their own parents and were more likely to go back to their own homes. Many parents preferred children's homes because they allowed sibling groups to remain together, greater contact and often greater privacy during visits to children. They generally saw carers in children's homes as professionals rather than as rivals.

She noted the poor educational attainments of many residential child care workers in the UK, a point made about France in the aftermath of the Second

World War by Le Hénaff (1950) and that, as noted by Tizard (1976), continuity of adult relationships was not served by patterns of work in which workers frequently changed jobs.

Heinrich Nufer of the Marie Meierhofer Institute drew on ideas from Bronfenbrenner (1979) in his paper on *The importance of social networks in child care* arguing that individualistic approaches fail to hear children's alarm signals about their relationships while Magistral Rosenczweig, Director of the Institute for Children and Families in Paris, and Professor Liegle of Tübingen University in their papers on *To whom does the child belong?* explored the ways in which the traditional view that the child belonged to their parents was being challenged. Magistral Rosenczweig considered surrogate motherhood, campaigns by putative fathers and immunisation and how the growth of children's rights had also impinged on the doctrine of parental authority. Professor Liegle questioned whether paid carers or the state could ever 'love' children but also contrasted the approaches in East Germany where the state took a very special interest in the child, making the family a vehicle for carrying out the policies of the state in relation to the child, and West Germany where the family rather than the child was central to the state's policies and suggested that this accounted for the different policies in relation to family support.

The Congress ended with a formal communiqué on the work of the Congress and an appeal to 'individuals, relevant organisations and governments' to support the work being done on the Convention on the Rights of the Child which was taken up the following year in a more detailed statement prepared at the September 1989 Federal Council (Fédération Internationale des Communautés Éducatives, 1989).

11.2.3 The Prague Congress

Though East Germany, Hungary, Poland and Yugoslavia had hosted congresses in the intervening years, it had been over 25 years since Czechoslovakia, in spite of remaining an active member and hosting other events, had hosted a congress. But a year after they had made the offer at St Gallen, the velvet revolution threatened to deprive them of their opportunity as the structures that had previously supported the National Section were dismantled. In the end, they were able to go ahead in spite of the difficulties and at a time when the sudden influx of western visitors had put a great strain on the country's food supplies.

The theme *Who learns from whom?* had been announced at St Gallen but by the time of the Congress, the Czechoslovaks had been able to add a twist to it: *The changing roles of children, parents and childcare workers: who learns from whom?* As was now customary, the General Assembly took place the day before the Congress; there were two and half study days, built as at St Gallen around working groups (Vankova, 1991), and half a day of excursions.

11.2.4 The Luxembourg Congress

Having been the driving force behind the successful 1984 Luxembourg Congress, Robert Soisson now put his efforts into the 1992 FICE International Congress under the title *Policymaking, research and staff training* (Soisson, 1993) and, though attracting slightly fewer participants than St Gallen, was able to claim the highest number of participating countries (24) for a FICE Congress. There were two and half study days taken up with plenary sessions and workshops – no working groups as at St Gallen and Prague – and a day of excursions. However, the workshops were divided in streams:

- research
- training
- social work, research and politics and
- research into disability

and, while they had the first contributor from North Africa for many years, like the St Gallen Congress there were no plenary speakers or workshop leaders from Eastern Europe.

11.3 Publications

During FICE's first two years the Management Committee had agonised long and hard about publications for child care staff and for young people (Section 5.1). Apart from a single issue at Christmas 1949, it had never succeeded in the latter but it did manage to produce a Bulletin throughout the early 1950s. Once it had achieved consultative status in 1954 UNESCO began to subsidise FICE publications and between 1955 and 1970 three series, fifteen *Études pédagogiques* covering individual children's communities (Appendix B.1), fourteen *Documents* (Appendix B.2) and two *Recherches et Témoignages* (Appendix B.3), were published, some by FICE but most in association with independent publishers in Europe and Israel. An anonymous list from around 1970 lists them in the same order as they are numbered by the various national libraries that hold individual examples of them. From the late 1960s there was a yearbook of reports from Standing Committees and National

Sections and the papers from some Congresses were published along with books inspired by the work of Standing Committees but, with the loss of financial support from UNESCO in 1985 after the withdrawal of the USA and the UK from UNESCO, FICE had to bear the entire cost of publishing material.

Fortunately, the General Secretary, Franz Züsli, had already registered FICE as a publisher in 1984 to handle the English translation of *Leben mit Anderen als Beruf – der Sozialpädagoge in Europa* and he went on to publish a stream of books under the *FICE Verlag* imprint (Appendix B.5).

Othmar Roden had managed to revive the Bulletin for a single issue in 1980 but the cost had been regarded as prohibitive. It was revived in 1989 at the suggestion of Meir Gottesmann, a long-standing member of FICE Israel who edited the first six issues. From issue 7 in spring 1992 Robert Soisson and Rolf Widmer took over the editorship and it was published until 1997 (ISSN 1015-78-75). Gianluca Barbanotti started a Newsletter following his appointment in 1998 (Conseil Fédéral, 1998b) but the January 2000 Executive Committee decided to abandon the idea of a Bulletin and move to web-based media (Comité Exécutif, 2000a). Apart from the initial difficulties involved in producing a Bulletin, there are difficulties in recouping the costs of printing, storage and distribution.

In 2001 the Executive Committee accepted a proposal from David Lane to host a website (Comité Exécutif, 2001b) on which he placed FICE International documentation; this was paid for out of savings arising from the failure of Christoph Tanner to carry out his responsibilities as General Secretary (General Assembly, 2002). Responsibility for the website was taken on by Rolf Widmer in 2005 but it never attracted the interest of members that had initially been anticipated (Comité Exécutif, 2005b).

Meir Gottesmann was to go on to edit two successful readers on residential child care and extra-familial care for FICE International in association with the publishers Whiting and Birch, the first also in association with FICE UK (Gottesmann, 1991; 1994).

In the meantime John Hudson, Leo Lighthart and Robert Soisson (1991) had prepared a glossary of just over 800 child, social care and social work terms in English, French and German which was published with the intention of forming the basis for four language glossaries prepared by other National Sections adding their own languages to the text (for example Kobolt and Dekleva, 2000) and *CERFFICE* (Section 13.1.2) celebrated the first anniversary of its

launch in 1991 by publishing *Le Handicap et le Social en Europe* following the successful 1992 expert seminar in Paris.

Other publications arising from FICE activities but published by others include the collection of papers based on the 1991 Hadassah Neurim Expert Seminar (Anir and Lane, 1993), the proceedings of the 1994 Milwaukee Congress (Galovits, 1996) and the proceedings of the 2002 Berlin Congress (Hennig *et al.*, 2003).

In thinking about the Sixtieth Anniversary in 2008, it was decided once again to seek the support of an independent publisher. The first volume, on *Residential child care and its alternatives* (Peters, 2008), was published early in the anniversary year and a second is in planning while this publication which is specifically linked to the sixtieth anniversary was the brainchild of Martti Kemppainen.

11.4 Membership

The participant lists for Congresses in the 1970s and 1990s reveal something of the shift that had taken place within FICE. In the 1970s the four largest delegations came from Austria, France, Germany and the UK; in the 1990s, the four largest delegations came from Denmark, Germany, Switzerland and the UK with the Netherlands a close fifth. However, the gulf in size between the larger and smaller delegations was much greater in the 1970s than in the 1990s when more countries were sending delegations and participation was more evenly spread across FICE member countries, a trend which was to continue into the twenty-first century (Section 13.5).

When he took over in 1984 Franz Züsli could count only fifteen active members of FICE (Austria, Belgium, Czechoslovakia, Denmark, France, Germany (BD), Germany (DDR), Hungary, Ireland, Israel, Luxembourg, Netherlands, Poland, Sweden and Switzerland) and, like his predecessors, he embarked in association with Presidents Heinrich Tuggener and Steen Lassen on a process of encouraging lapsed National Sections to rejoin and new countries to form National Sections for which he produced a summary document, headed 'Principles of FICE' which, with changes following the Malmö Declaration (Fédération Internationale des Communautés Éducatives, 1987), he used to introduce FICE to people who were unaware of it or the range of its activities.

Among the lapsed National Sections to rejoin were the UK and the USA, the latter through FICE America; Raymond Peterson (Western Oregon State University) and Karen Vander Ven (University of Pittsburgh) had been invited

to attend the April 1985 Federal Council and North America was well represented at the 1986 Malmö Congress (Ligthart, 1987) leading to the establishment of FICE North America that year. In 1988 Heinrich Tuggener attended the *Association of Child and Youth Care Practitioners* conference where he met James Anglin (Victoria University, Canada), who had taken Raymond Peterson's place, and Karen Vander Ven and FICE North America became a full member in 1988 followed by Italy in 1990.

In 1994 FICE North America formally split into FICE Canada and FICE USA while FICE Czech Republic and FICE Slovakia became National Sections following the creation of their countries the previous year. Though Yugoslavia had never had a National Section, individuals from several of the Yugoslav Republics had participated in FICE activities in the 1960s and 1970s and they had hosted congresses at Ljubljana in 1964 and Banja Luka in 1974. However, the link had been lost in the late 1970s and was resumed in 1988 when two delegates from Slovenia attended the St Gallen Congress and subsequently set up FICE Slovenia-Croatia which became an associate member in 1989 until the two countries gained independence and set up separate National Sections: FICE Slovenia gained full membership and FICE Croatia associate membership in 1992.

Josef Docekal had tried to get Russia to join and in 1991 Franz Züsli and Steen Lassen visited Moscow to speak to Russian officials about setting up a FICE National Section and later arranged to hold an Executive Council meeting in Moscow in 1993 to support the nascent Russian National Section.

The 1982 Kőszeg Statutes and the Malmö Declaration opened the way for organisations like the Central Union for Child Welfare, an umbrella organisation for many child care organisations in Finland, to become an associate member in 1988 and a full member in 1990.

The initiative to found FICE Romania came in 1990 when a group of Romanian child care experts at a seminar in Trogen met Steen Lassen and Franz Züsli. It became an associate member in 1992 and a full member in 1994.

In 1992 Steen Lassen visited Japan to see if it might possible to set up a Japanese National Section. The end of apartheid in South Africa also opened up the opportunity for South Africa to join FICE, becoming a full member in 1994.

11.5 *Educateurs sans Frontières*

Born out of one war and providing a bridge between countries divided by the cold war for decades, FICE found itself in the middle of a new war as conflict broke out in the Balkans in spring 1991. The newly formed FICE Slovenia-Croatia National Section had invited FICE to hold its Federal Council in Ljubljana; Thomas Mächler, who was to take over as General Secretary the following year found that his first job for FICE was to reorganise the Federal Council meeting in Budapest.

One outcome of this event was the proposal to set up *Educateurs sans Frontières* along the lines of *Médecins sans Frontières* to offer direct support to children and young people affected by war. The proposal was strongly supported by Robert Soisson, the Treasurer and future President, and Daniel Vidaud, Director of FICE France. By 1996 Robert Soisson, as President, was discussing the possibility of UNESCO support (Comité Exécutif, 1996) and in 1998 Gianluca Barbanotti, the new General Secretary, raised the issues with the Executive Committee (Comité Exécutif, 1998e) who brought in Rolf Widmer (Switzerland) to take the idea forward in a proposal to provide specialist training for social pedagogues going to work in troubled areas of the world (Conseil Fédéral, 1998b; 1999a). By January 2000 invitations had been sent out to National Sections who might be interested in participating (Comité Exécutif, 2000a) and twelve responses had been received by the time of the Maastricht Congress, ten short of the minimum needed to proceed (Comité Exécutif, 2000b). So the deadline for applications was extended but at the Federal Council the following February, it was felt that the project was going nowhere and the applicants were so informed (Conseil Fédéral, 2001a).

Further discussions took place within FICE France about taking the idea forward (Comité Exécutif, 2002c) while Rolf Widmer suggested turning the idea into drawing up a list of experts from which bodies such as UNESCO or the European Union, in need of expert advice in a hurry, could select professionals with specialist knowledge of child care (Conseil Fédéral, 2002b). Jean-Pierre Trinquier from FICE France became involved in looking for partners to take the original idea forward but his pessimistic report to the September Federal Council (Conseil Fédéral, 2002a) about the feasibility of FICE involvement in this area led the Executive Committee to consider dropping the idea (Comité Exécutif, 2003) though Rolf Widmer's alternative suggestion was still under discussion and there was a further discussion of the proposal in the light of work undertaken by Ewan Anderson (UK) at the April and October Federal Councils (Conseil Fédéral, 2003a, b). However, that got nowhere and in 2005 the Executive Committee finally decided to drop the project (Comité Exécutif, 2005b).

12

Selected events 1982-1992

1982

1-2 May Federal Council and Extraordinary General Assembly in Kőszeg, Hungary; Heinrich Tuggener (Switzerland) elected President

1983

14 October Executive Committee in Remich, Luxembourg: At an early morning walk with Heinrich Tuggener, Othmar Roden says he wants to retire immediately. Heinrich Tuggener cannot agree because of the time needed to search for a new General Secretary and promises Othmar Roden that he can retire as soon as they can nominate a new General Secretary

15 October

Federal Council in Remich, Luxembourg, agrees that the President, Heinrich Tuggener, can open negotiations with the *Pestalozzi Children's Village Foundation* about hosting the FICE Secretariat

24 November

Heinrich Tuggener has the first informal contact with Franz Züsli, General Secretary of the *Pestalozzi Children's Village Foundation* to discuss FICE's situation

10 December

Heinrich Tuggener addresses the Council of the *Pestalozzi Children's Village Foundation* about FICE's financial situation and its need for a new and efficient General Secretary

1984

- 23 March-4 April Heinrich Tuggener visits Youth Aliyah (FICE Israel) at the invitation of Meir Gottesmann, Director of Youth Aliyah
- 1 April Formal commencement of contract with *Pestalozzi Children's Village Foundation* to host the FICE Secretariat
- 13-14 April Federal Council at Fot Children's Village, Budapest, Hungary: The nomination of Franz Züsli, who is present at the meeting, as General Secretary is placed on the agenda of the FICE General Assembly
- 20 September General Assembly of FICE International at Luminy/Marseilles, France: Othmar Roden resigns as General Secretary and Herbert Angst as Treasurer and they are succeeded by Franz Züsli (Switzerland) and Robert Soisson (Luxembourg) respectively
- 20-22 September FICE France Study Days at Luminy/Marseilles, France
Communautés et culture: Accès à la culture, aux sports et aux loisirs des jeunes en difficulté – Rôle des communautés éducatives

- 11-12 October Heinrich Tuggener invited by FICE Hungary to give a lecture at Budapest

1985

- 13 April Federal Council at Prague, Czechoslovakia: Raymond Peterson (Western Oregon State University) and Karen Vander Ven (University of Pittsburgh) invited to attend FICE Luxembourg Congress at Luxembourg
Aktuelle Probleme Jugendlicher in der Heimerziehung in Europa. Problèmes des jeunes dans les institutions de placement en Europe. Current problems of young people in institutions in Europe
- 6-9 June

1986

- 27-29 August Congress at Malmö, Sweden
Ausserfamiliäre Erziehung in- und ausserhalb von Einrichtungen der Heimerziehung. Education en communauté ou éducation communautaire. Community care inside and outside residential settings

- 29 September Heinrich Tuggener and Franz Züsli visit UNESCO, Paris to seek to reverse the loss of the UNESCO subsidy.

1988

- 23-25 March Congress of the *Association of Child and Youth Care Practitioners*: Heinrich Tuggener meets with James Anglin (Canada), Karen Vander Ven (USA) and a group of people interested in FICE North America
- 19 September General Assembly at Trogen, Switzerland: Heinrich Tuggener resigns as President, having served the maximum three terms, and is elected Honorary President; Steen Lasson (Denmark) is elected President
- 19 September Federal Council at Trogen, Switzerland: FICE North America becomes a full member
- 20-23 September Congress at St Gallen/Trogen, Switzerland
Privat geboren für öffentliches Leben? L'enfant: être individuel né pour la société? Born in privacy to live in society?
- The following plenary papers were given:
- Tuggener, Heinrich: *Familie – Familienpflege – Heimerziehung: Bemerkungen zu einem zeitweise schwierigen Verhältnis*
 - Berger, Brigitte and Kupffer, Heinrich: The family: an ideal or an old-fashioned concept
 - Aldgate, Jane: Interpersonal dynamics in the family and in residential care
 - Nufer, Heinrich: *Beziehungsnetz – Erziehungsräume Ökologisches Denken als Basis sozialpädagogischen Handelns*
 - Rosenczweig, Magistral J P and Liegle, L: *A qui l'enfant? L'enfant entre la société et la famille*
- Late 1988 Steen Lasson opens the *Kinderfreunde Poland Centennial Congress*

1989

Forty years of UNESCO/Paris Conference: 'The Great Silver Medal of Paris' is awarded to Heinrich Tuggener and Steen Lassen

Executive Committee and Federal Council at Budapest, Hungary: UN Convention on Rights of the Child; FICE Slovenia-Croatia becomes an associate member

President and Federal Council representatives meet with the Hungarian Parliament

1990

June

Steen Lassen and Franz Züsli meet Romanian experts at a seminar in Trogen

20 August

General Assembly at Prague, Czechoslovakia: FICE Finland becomes a full member; FICE Italy becomes a full member again

21-24 August

Congress at Prague, Czechoslovakia *Autre temps, autres enfants, autres parents, autres éducateurs... qui influence l'autre? Andere Zeiten, andere Kinder, Eltern, Erzieher... wer Erzieht wen? The changing roles of children: parents, childcare workers... who learns from whom?*

The following papers were presented:

- Shoch, H: *Erziehung in der Welt heute und morgen*
- Solisson, Robert: *L'influence des conditions internes et externes sur l'éducation extrafamiliale*
- Hrdličková, Vlasta: The needs of children in homes: how can one recognise, understand and meet them?

- Houghugh, Masud: Relationships between staff and young people

President and Federal Council representatives meet with President Václav Havel and later with Vice President Miklosu

1991

Steen Lassen and Franz Züsli meet Russian officials in Moscow

Expert Seminar and Declaration on training child care workers Hadassah-Neurim, Israel

CERFFICE founded in Paris, France President: Daniel Vidaud Honorary President: Steen Lassen

December

1992

Steen Lassen and President of the Pestalozzi Foundation meet with Director of Save The Children and Baroness Faithful in House of Lords in London in order to plan for further support for Romanian children comes

Steen Lassen meets Romanian Prime Minister Petro Roman and Ministers for Social Welfare and Education to encourage them to support FICE Romania

Steen Lassen presents a keynote speech to Japanese Child Care in Tokyo and Yokohama

25 May

General Assembly at Luxembourg; Franz Züsli resigns as General Secretary and is replaced by Thomas Mächler (Switzerland); FICE Slovenia becomes a full member

25 May

Federal Council at Luxembourg; FICE Croatia and FICE Romania become associate members: Discusses cooperation with AIEJI and EUSARF

26-29 May

Congress at Luxembourg *Politik, Forschung und Ausbildung in der Heimerziehung. Policymaking, Research and Staff Training in Residential Care. Politique, Recherche et Formation dans le Domaine Socio-éducatif*

The following plenary papers were presented:

- Kahan, Barbara: Child care research, policy and practice
- Schaber, Gaston *L'Europe sociale et ses problèmes*
- Matheis, Jos: *Die Reform der Erzieherausbildung in Luxemburg*

- Estgen, Nicolas: *La dimension socio-éducative de l'Europe après Maastricht*

Planned Federal Council meeting at Ljubljana, Slovenia moved to Budapest as a result of hostilities in the Balkans

Federal Council at Budapest, Hungary: President and Federal Council representatives meet members of the Hungarian Parliament

Day Conference on 'Children's Rights in Homes' and Federal Council in Espoo, Finland

Expert Seminar at Paris, France *Le Handicap et le Social en Europe face à la Crise des Etats Providences* under the auspices of FICE France and CERFFICE

13

FICE as a development organisation (1993-2006)

The aim of being a development organisation had appeared in Article 4 of the 1970 Budapest Statutes:

- (4) by giving technical assistance for the establishment and development of child care services in countries which request such assistance (General Assembly, 1970).

Though in 1961 FICE had ceased to organise international encounters for staff, other than at Congresses, and international camps for young people ten years earlier, many National Sections in the 1970s had offered a week of visits following the Congress to facilities in the country in which the Congress was being held and international exchanges of children in care had taken place regularly in Eastern Europe. The 1990s were to see an expansion in these activities both between National Sections and through more formal arrangements within FICE such as *CERFFICE*, PEP and the Alps-Rhine Group while the conflicts in the Balkans and the revelations of deprivation in Romanian children's homes inspired a number of individual initiatives to provide assistance including, once again, international camps for young people to encourage international understanding (Section 13.2.2). But the shift towards being a development organisation is perhaps best exemplified in the growth of expert and day seminars. Unlike the Standing Committees (Section 9.4) which brought experts together over a long period, expert seminars bring experts together for a very short period, always to share ideas and sometimes to produce something tangible from the experience, while day seminars allow a group of experts from different countries to present their findings to a wider audience.

A groundbreaking event in the light of the decision at the 1955 Courcelles General Assembly not to include closed institutions in the definition of children's communities was the October 1997 International Day Conference at Erfurt, Germany 'When education becomes punishment...' *On the relationship between youth care and the justice system in international comparison*. As the 1990s had seen increases in the use of imprisonment to manage young people in many countries, FICE could no longer ignore the implications of this form of 'extra-familial' care for young people.

13.1 Harnessing expertise

13.1.1 Expert and international day seminars

The new style of seminar in which a small group of experts gathered for a single event to discuss a specific topic had been launched at Trogen in 1989 and was followed up by the 1991 Hadassah Neurim Expert Seminar on training child care workers in Israel in (Amir and Lane, 1993), the 1992 Espoo Expert Seminar on children's rights in homes, each of which were linked to a Federal Council, and a series of seminars promoted by CERFFICE (Section 13.1.2) which were not.

In 1993 FICE Slovenia took the idea further with an expert seminar on supervision at Predvor followed by an international day seminar on Supervision for Quality Care in Ljubljana which was open to those who had not been part of the expert seminar. In fact they managed to get three for the price of two with the International Day Seminar *Evakuierung von Kindern aus Krisengebieten Evacuation et prise en charge des enfants réfugiés Evacuating Children from Crisis Areas* in Gorizia on the Italian/Slovenian border in collaboration with UNHCR, UNICEF, the International Red Cross and the International Red Crescent immediately after the earlier seminars.

International day seminars held alongside Federal Council meetings included one at Geneva in October 1995 in association with UNICEF on *Les enfants ont des droits – sont-ils respectés?* and one on adventure education at Vienna in October 1996.

13.1.2 CERFFICE

Le Centre Européen de Recherche et de Formation de la FICE (CERFFICE) – FICE's European Centre for Research and Development – was established in Paris in December 1991; one of its first events was the 1992 Expert Seminar *Le Handicap et le Social en Europe face à la Crise des Etats Providences* held in Paris in association with FICE France and followed by the publication of *Le Handicap et le Social en Europe*.

The second, held in Liège, Belgium in December 1993, was on *Handicaps et migration* (Comité Exécutif, 1993) and the third, an International Seminar on 2-3 December 1994 in Luxembourg under the title *La formation continue sans frontières*, led to the establishment of the Professional Exchange Programme (Section 13.1.3). The fourth Expert Seminar, in December 1995, on *La formation des éducateurs* was held at Grenoble, France and the final one on *Multidisciplinarity and Child Care* at Frankfurt am Main, Germany, in January 1997.

By May 1996 its potential role within FICE Europe (Section 13.1.5) was being discussed (Conseil Fédéral, 1996a) and a joint CERFFICE/FICE Europe meeting was scheduled for 8 July 1996. In October Maurice Blanchard suggested on behalf of FICE France that CERFFICE should become part of the project to establish FICE Europe (Conseil Fédéral, 1996b).

13.1.3 PEP

The Professional Exchange Programme (PEP) began as a CERFFICE initiative for a Fellowship Programme which had been under consideration since at least early 1993 (Comité Exécutif, 1993) and which was the subject of CERFFICE's Third International Seminar in 1994. However, it was decided that the expectations of a Fellowship Programme were beyond FICE's capabilities and a more modest proposal for a Professional Exchange Programme was put forward (CERFFICE, 1994) for which Jolanta Marszycka-Suchacka (Poland) was appointed coordinator.

Responses from organisations wishing to participate came from Austria, Belgium, Czechoslovakia, Denmark, Finland, France, Germany, Greece, Luxembourg, Poland, Romania, Russia, Slovenia, Switzerland and the UK and the first brochure, in French, English and German, setting out the expectations for participants to undertake some serious study during their visits was published at the 1996 Copenhagen Congress as an issue of the FICE Bulletin.

At the October 1997 Federal Council it was reported that six exchanges had taken place and six applications had been rejected. Earlier that year at the May Federal Council concerns had been raised by FICE UK about the distribution of the brochure to non-members making it difficult to verify the *bona fides* of applicants but this had not been seen as a difficulty by other FICE members (Conseil Fédéral, 1997a). In October further concerns about data protection issues arising from the publication of the brochure on the Internet were raised by FICE UK but other FICE members saw the initiative as an opportunity to publicise FICE (Conseil Fédéral, 1997b) and the initial success

prompted François-Richard Joubert, the Treasurer, who had been working hard to maintain FICE's consultative status with UNESCO to suggest that PEP should be submitted as a contribution to UNESCO's programme (Comité Exécutif, 1998a).

FICE UK's concerns were raised again in May 1998 but these were not seen as presenting the same difficulties for other FICE members as they did for FICE UK; so FICE UK withdrew from the programme (Conseil Fédéral, 1998a). This prompted the establishment in October of a working group which recommended, among other things, that

- FICE Europe should take over the administration of PEP
- applications should be routed through National Sections rather than through the secretariat
- the Internet be used to publicise the programme but without naming potential hosts so that individuals would apply to study in a particular field and be matched to a host by the receiving National Section
- applicants from countries where there is no FICE member should be recommended by trusted sources (Conseil Fédéral, 1999a, Annexe 8).

These recommendations were accepted by the Federal Council and Onno van Praag, the Secretary of FICE Europe, took over responsibility for coordinating the programme until the new Programme Director, Darja Urbanc, was appointed later that year (Conseil Fédéral, 1999b). As a result FICE UK rejoined the programme but Wolfgang Trede, who later took over as coordinator, reported in February 2001 that only four exchanges were under way (Conseil Fédéral, 2001a) while FICE UK had experienced difficulties because some of the candidates expected to be financially supported by the host agencies in the UK rather than being self-supporting. By the end of the year only one further exchange had taken place (Conseil Fédéral, 2001b) and Sari Laaksonen (Finland) who took over from Wolfgang Trede in 2003 reported in 2004 that she had only been able to identify nine completed exchanges in the seven year history of the programme (Conseil Fédéral, 2004a); a year later there was only a trickle of applications with very few exchanges taking place (Conseil Fédéral, 2005a). In 2006 Xenia Spornau (Germany) who worked for FICE Germany took on the role of coordinator (Comité Exécutif, 2006b).

Though PEP was clearly a success for a small number of participants, it could involve an inordinate amount of work for a member organisation and far

more exchanges were arranged directly between members in different countries than have been arranged through PEP.

13.1.4 The FICE Alps-Rhine network and its activities

The Balkan conflicts had drawn the attention of FICE to the needs of a number of emerging countries and events such as the 1993 Expert Seminar on supervision at Predvor, Slovenia and the International Seminar on *Evacuating Children from Crisis Areas* at Gorizia had brought people from a variety of FICE countries together. Out of these experiences the Alps-Rhine network bringing together Germany, Hungary, the Netherlands, Slovenia and Switzerland was born.

In April 1994 the National Sections of Germany, the Netherlands, Slovenia and Switzerland prepared a proposal which received the blessing of Hanspeter Müller, the Vice President responsible for National Sections.

The first meeting, involving participants from Germany, Hungary, the Netherlands and Slovenia, took place at Predvor on 16-19 November 1994 with the title 'What do we mean by care today? *Was heisst heute Hilfe?* They discussed possible perceptions of care in different social contexts, the standards of practice in the last twenty years in the respective countries and the processes of care and tried to evaluate the emerging paradigms in this sphere and to find ways of implementing them in everyday care practice.

As at the Expert Seminar on supervision, there was a day seminar for the broader circle of Slovene practitioners on 18 November at which Dolf van Ven, Anton Tobé, and Leo Ligthart from the Netherlands, Wolfgang Trede, Friedhelm Peters, Klaus Münstermann from Germany and Robert Soisson, FICE President, gave lectures reflecting on practice in this area.

FICE Germany organised the second meeting in Frankfurt am Main on 1-3 March 1995 under the same title. This time the focus was on detailed analysis of the diagnostic understanding in the process of care. The hermeneutical approach or social pedagogical diagnosis was introduced as a common frame for understanding the needs and life history of children and young people in care. Each country prepared a case study from the stage of coming into care until the diagnostic and intervention process. Work at this level facilitated real comparisons and learning from practice.

FICE Hungary organised the third meeting in Budapest in 1997 devoted to multicultural issues in residential settings.

FICE Slovenia organised the fourth meeting at Bled on 11-13 November 1997 on the subject of quality in social-pedagogical work. Participants from Croatia (Antonija Žizak, Nivex Koller and others), Germany (Wolfgang Trede), Switzerland (Otmär Dörflinger) and guest John Hudson (England) took part in preparation for the first FICE Slovene Congress and the new organisation – the *Slovene Association for Social Pedagogues*.

FICE Netherlands organised the fifth FICE Alps-Rhine seminar in 1998 around new models of work with families and parents, 'Video Home training' and 'Family first'.

Some other FICE members were unhappy with this arrangement, feeling excluded by it, and part of the aim in setting up FICE Europe was to facilitate similar activities involving a wider network of FICE members.

13.1.5 FICE Europe

The idea for the establishment of FICE Europe emerged at the meeting of the Working Group 'The Future' established in October 1994 (Conseil Fédéral, 1994b) to discuss papers by David Lane, Vice President, on 'Planning ahead' (Lane, 1994) and by Robert Soisson, President, on a programme of action (Soisson, 1994). The meeting, on 21 July 1995 at the FICE France headquarters in Paris, reviewed the way the Federal Council operated and what should be considered in the General Assembly and proposed strengthening ties with the European Union by setting up FICE Europe to build on the work of CERFFICE and make it easier to get grants.

Their report, presented to the October 1995 Federal Council, generated considerable debate but the proposal to take FICE Europe forward was adopted (Conseil Fédéral, 1995b). A further working group discussed the proposal and their report to the October 1996 Federal Council met a similar fate; FICE Europe was not welcomed by all FICE members; it was not clear, given FICE's predominantly European membership, what benefits such a regional grouping might bring, particularly when FICE members often had good local relationships anyway (Conseil Fédéral, 1996b). There was a further meeting of the working group in Paris on 5 September 1997 and FICE Europe was formally established on 10 October 1997 with the idea also of taking in the Alps-Rhine Group. Its first officers were Wolfgang Trede (President), Robert Soisson (Vice President), Daniel Vidaud (General Secretary) and Jaroslav Urrat-Milecki (Treasurer) and it was based at the offices of FICE France in Paris.

Daniel Vidaud retired as Director General of FICE France in 2000 and was succeeded as General Secretary of FICE Europe by Onno van Praag (Netherlands), while Robert Soisson became President and Gerd Schemenau (Germany) and Judit Cseres (Hungary) were elected to the board. In 2001 Gerd Schemenau assumed the responsibilities of General Secretary and Treasurer (Conseil Fédéral, 2001a) and in 2002 Robert Soisson stepped down as President on grounds of ill-health, to be succeeded by René Bernard (France) while Daniel Collombet (France) became Treasurer (Comité Exécutif, 2003). However, the winding up of FICE France in October 2003 led to René Bernard's resignation and Søren Hegstrup took over as acting President.

FICE Europe relied on subscriptions from member NGOs as FICE International did not have the funds to support it and, as Onno van Praag pointed out in a report in 2001, only two-thirds of the potential members of FICE Europe had ever paid membership fees – though in 1999 it obtained an annual grant of 5,000 Ecus from the European Commission for three years (Conseil Fédéral, 1999b). By 2001 it had initiated a voluntary work programme for young people and set up a website but had only mounted one conference leading to a comment in October that it was a 'sleeping beauty' (Conseil Fédéral, 2001b, p3). Though Gerd Schemenau reported in April 2003 that FICE Europe was expected to receive 35,000 in the coming year (Conseil Fédéral, 2003a), it later emerged that this was dependent on it being able to demonstrate that it had an established secretariat (Comité Exécutif, 2004) which had suddenly become more difficult following the demise of FICE France. Only four countries paid membership fees in 2003 (Conseil Fédéral, 2003b). Three years later the Executive Committee concluded that it was no longer viable and that arrangements should be made to wind it up (Comité Exécutif, 2006a).

13.2 Projects

13.2.1 Codes of Ethics

The proposal for a code of ethics arose out of discussions between David Lane, Vice President for child care and training matters, and FICE Canada and FICE USA representatives at the 1994 Milwaukee Congress about a draft code of ethics which they were preparing. At the time FICE UK had a code of ethics and the October 1994 Federal Council asked David Lane, Vice President, and Frits de Keyser (Netherlands) to take this work forward (Conseil Fédéral, 1994b). The first meeting of a much larger working group took place in 1996 and their final report was presented to the October 1997 Federal Council which adopted the seven principles in the *Code of Ethics for People who work*

with *Children and Young People* (Conseil Fédéral, 1997b). A survey undertaken by David Lane and reported in May 1998 revealed that few countries had national codes and few organisations had adopted them. He suggested that FICE might have a role in enabling countries and organisations to share their experiences of developing and implementing codes of ethics (Conseil Fédéral, 1998a). In his report to the May 1999 Federal Council François-Richard Joubert suggested that FICE should submit its Code of Ethics to the Social Development group of the Council of Europe; it is unclear whether this happened.

13.2.2 *Dialogue in South East Europe*

The conflicts in former Yugoslavia had left deep wounds in the field of extra-familial care. Thousands of children needed special help. Many children had lost one or both parents and suffered psychiatric and psychological problems as a result of the conflicts.

Against this background FICE wanted to make a concrete contribution by facilitating the resumption of dialogue between people from the affected parties. At the same time there needed to be a process set in motion of regular meetings between people from former Yugoslavia and other south European countries, alongside plans for partnerships with institutions from long standing FICE member countries.

At the October 1997 Federal Council, Roland Stübi (Switzerland) proposed mounting a conference to look at the issues for children in extra-familial care in the Balkan states (Conseil Fédéral, 1997b). Development of the ideas for a programme *Dialogue in South East Europe – a foundation for extra-familial care* with Peace Camps for children and young people from the institutions in the Balkans and adjoining countries and Expert Seminars for staff in homes, social centres and universities took place during 1999 and in October 1999 René Anderes (Switzerland), with the support of Luxembourg and the Netherlands, put forward the proposal (Conseil Fédéral, 1999b). Finance was obtained and Roland Stübi was able to present the plans for the first camp and expert seminar in May 2000 (Conseil Fédéral, 2000).

Though the original plan was to end the project in 2004 (Widmer, 2001), it ran until 2006 with six camps taking place, alongside expert seminars organised by local experts with the support of FICE Switzerland and FICE Netherlands and culminated in the 2006 Sarajevo Congress. Finance for the project was provided by the Swiss Agency for Cooperation and Development (DEZA) and a number of charitable foundations in Switzerland and the Netherlands. For

the first three years this covered the full cost of the camps but thereafter participating countries began to contribute to the costs (Conseil Fédéral, 2005b).

13.2.2.1 *Peace Camp, Balaton-Boglar, Hungary*

Twenty six young people (fourteen boys and twelve girls) from Bosnia-Herzegovina (F), Bosnia-Herzegovina (RS) and Serbia attended the camp led by Izet Šahinović, who had been brought up in Bosnia-Herzegovina and studied child care in Switzerland, assisted by five staff from the homes from which the young people had come and five students from Bosnia-Herzegovina (F), Croatia and Slovenia. For many participants the idea of a holiday was new. The first week was spent in workshops learning about each others' cultures and the second thinking about their futures. There were plenty of opportunities for recreation, including football, bathing in Lake Balaton and visiting the surrounding area. The camp ended with a presentation to the associated Expert Seminar. As a result of the number of friendships established at this camp, it was decided that it would be more appropriate to change the name to 'Friendship camp' for 2001 (Conseil Fédéral, 2002b).

The Expert Seminar was attended by 42 staff from Bosnia-Herzegovina (F), Bosnia-Herzegovina (RS), Serbia and Montenegro and Slovenia along with students from Croatia and Switzerland and staff from Austria, Germany, the Netherlands, Romania and Switzerland. The camp provided an opportunity to end a decade of isolation for many child care staff, to consider how children and staff could build more positive lives after the conflict and how child care could make practical contributions to peace (Widmer, 2001).

13.2.2.2 *Friendship camp, Bihaću, Bosnia-Herzegovina (F)*

Twenty five young people supported by staff from their own homes and seven students attended the camp in 2001; on 16 August, during the Expert Seminar, the participants decided to found FICE South East Europe (Widmer, 2003) but the October 2001 Federal Council wrongly advised that the Statutes would need to be changed because no-one had realised that the 1994 Milwaukee Statutes had explicitly provided for supra-national organisations to become members (Conseil Fédéral, 2001b). After the proposed changes had initially been rejected in April 2002 (Conseil Fédéral, 2002b), FICE South East Europe was formally accepted as a full member at the Berlin General Assembly (2002). In 2004 Macedonia joined the organisation.

13.2.2.3 Friendship camp, Bijela, Montenegro

Twenty seven young people supported by staff from their own homes and eight students attended the camp in 2002; all six countries of former Yugoslavia were represented while 70 participants took part in the Expert Seminar at nearby Kotor (Widmer, 2003).

13.2.2.4 Friendship camp Uzice, Serbia

In 2003 it was decided that the overall theme for both the camps and the expert seminars would be the social and vocational integration of young people following discharge from care (Conseil Fédéral, 2003a) within which particular themes would be addressed.

Five young people each from Slovenia, Croatia, Bosnia-Herzegovina (F), Bosnia-Herzegovina (RS), Serbia and Montenegro attended the Friendship Camp held at Uzice, Serbia, while the Expert Seminar took place in nearby Zlatibor and included the third General Assembly of FICE South East Europe.

13.2.2.5 Friendship camp Banja Luka, Bosnia-Herzegovina (RS)

Around thirty young people from Bosnia-Herzegovina (F), Bosnia-Herzegovina (RS), Serbia and Montenegro, Macedonia and Slovenia attended the camp led by Justina Vukmanic while the theme of social and vocational integration was addressed in the Expert Seminar under the specific title *Vernutzung und Arbeit mit dem Umfeld als Vorbereitung auf den Austritt der Jugendlichen*. The fourth General Assembly of FICE South East Europe also took place during the Expert Seminar.

13.2.2.6 Friendship camp Ohrid, Macedonia

Thirty one young people from Slovenia, Croatia, Serbia, Bosnia-Herzegovina (F), Bosnia-Herzegovina (RS) and Macedonia took part in the camp led for the first time by Dejana Savić from Serbia assisted by staff from the participating countries. The theme of the camp was 'Resilience' and the 43 working sessions involved sports, workshops for the young people, workshops with the adults and one of four creative projects (Savić, 2006).

The associated Expert Seminar, during which the fourth General Assembly of FICE South East Europe also took place (Stübi, 2006), was attended by around 60 participants and took 'Social and professional integration' as its central theme in preparation for the conclusion of *Dialogue in South East Europe* with the 2006 FICE International Congress at Sarajevo and its parallel Congress for Young People in lieu of a Friendship Camp.

Among the questions raised in the camps and seminars were those of social and professional integration after a placement in a home and those of stress and trauma in a centre. Now that the project has come to an end planning has begun on a development programme to increase the number of professionally qualified staff in extra-familial care in the region.

Dialogue in South East Europe was a remarkable achievement for FICE Switzerland, FICE Netherlands and the members of FICE South East Europe who gave their support to it and in particular for Rolf Widmer and Roland Stübi who guided a project without an adequate infrastructure to such a successful conclusion (Conseil Fédéral, 2003a).

13.2.3 Quality4Children

The *Quality4Children* project began as an initiative of FICE Austria, the International Foster Care Organisation (IFCO) and *SOS Children's Villages* in 2004 (Conseil Fédéral, 2004b). Following a conference in July 2005 attended by representatives of 54 countries, working groups were established in several countries to develop quality standards for children. Not all FICE members were supportive of the project, fearing, for example, that trying to establish 'minimum' standards would undermine the work already done in a number of member countries to attain higher standards (Conseil Fédéral, 2005a) but Austria, Bulgaria, the Netherlands and Switzerland reported positive outcomes from their participation in the project in their reports to FICE International and their responses to the questionnaire circulated in connection with this book.

13.2.4 Other projects

Though other projects, such as ones to study the implementation of children's rights in institutions, to collect child care policies and to develop training had been dropped for lack of support (Conseil Fédéral, 2003b), the recommendation of a group of Dutch consultants that FICE should explore using the project model more widely within FICE led to details of a wide range of projects and project proposals being assembled in preparation for the Mission and Vision working group meeting in February 2006 (Section 13.7). These included some existing FICE activities such as PEP and

■ as proposals

- Children at risk in central and eastern Europe
- Children's rights
- European working time directive

- FICE Africa
- Implications of EU expansion for child care
- International Training System
- Quality assurance in child care
- Social education/pedagogics network
- as ongoing projects
- Dialogue in South East Europe
- FICE Anniversary Books
- *Quality4Children*
- Website

13.3 The Congresses

13.3.1 *The Milwaukee General Assembly and Congress*

For the first time, FICE held a Congress and a General Assembly in North America; the latter nearly did not take place in North America. The Executive Committee had originally planned to hold the General Assembly alongside a Federal Council in Europe (Comité Exécutif, 1993). As was customary the Federal Council and General Assembly were held ahead of the Congress and both had plenty of business to deal with. The decision by the Czechs and Slovaks to form separate countries created a tricky situation as FICE Czechoslovakia was the designated FICE member and new members were normally expected to become associate members before becoming full members. However, it was decided that in the circumstances the two new organisations, FICE Czech Republic and FICE Slovakia, could be granted immediate full membership as were FICE Canada and FICE USA who had decided to create separate organisations rather than continue to be represented by FICE North America. FICE Romania, FICE Russia and FICE South Africa were welcomed as full members (General Assembly, 1994a).

The 1994 Milwaukee Congress (Galovits, 1996) was also the Annual Conference of FICE USA, the National Association of Child Care Worker Organisations, and attracted 600 delegates as well as an unexpectedly high number of participants from Europe (Conseil Fédéral, 1994a). The organisers had offered a study tour prior to the Congress, reviving a custom from the 1970s, which 26 people had taken up and which was well received (Conseil Fédéral, 1994b).

13.3.2 *The Copenhagen General Assembly and Congress*

The General Assembly (1996) opened in sombre mood as members remembered Margherita Zoebeli, one of the few remaining founding members of FICE, and Raoul Wetzburger, the former President, who had died since the previous General Assembly.

In welcoming FICE to the first FICE Congress in his country, Honorary President Steen Lassen had planned for 1996 a conference limited to 300 participants and so the number of participating countries was slightly down on previous congresses. The theme was cultural diversity and it offered two study days and a day of excursions. There were plenary speakers, workshops and one session for working groups but no closing plenary session at which it might have been possible to report any results and, as at other recent conferences, there were no workshop sessions by people from Eastern Europe even though one free place had been offered to each Eastern European country which was sending delegates.

Robert Soisson (1996a), President of FICE, opened a day of plenary papers with some introductory remarks on FICE and extra-familial care before addressing the theme of culture, society and social relationships in two sections – children's cultural rights and the need for a cultural policy for children. He highlighted ways in which children's cultures are ignored and how they are excluded from decision-making.

David Divine (1996), who had himself been brought up in extra-familial care in Scotland, looked at *Integrating contrasting cultures in residential care*. Having recently returned from a visit to South Africa, he argued that similar issues of interdependence and mutuality mirror life and struggle in residential care. In order to integrate people from contrasting cultures, it was necessary to:

- recognise that there are contrasting cultures
- recognise that such cultures are important and that they need to be acknowledged as part of the person's sense of self
- have a vision for the roles people might play and
- have a programme to harness people's resources.

Noting the painfully slow progress there had been in recognising the importance of these issues in the UK, he concluded by arguing that the questions which children and young people want answered were:

- why am I here and for how long am I going to be here?
- what is going to happen to me while I am here? and
- who is going to be responsible for me?

Friedhelm Peters (1996) considered *Subcultures and identity* through an understanding of individualisation; he stressed that culture is the totality of experience but that it is often seen as negative, as when people talk of subcultures or *Gegenkultur*.

Roger Clough (1996), in *The transmission of culture within residential care*, highlighted the totality of the experience shared by staff, young people and others through the daily life in a home and the need for everyone to have the chance to contribute. There had to be interplay between young people, their parents, the staff, the local community and society.

Using the example of mealtimes, he argued that people always develop a culture; the questions are whether the culture is appropriate to the task, whether it recognises that people are different, how it is transmitted and whether those in leadership positions recognise that it affects everything.

Vita Pruzan (1996) explored *Childhood, tradition and modernity*, noting that tradition and modernity appear to be an either/or. However, both are value-laden; modernity is often linked to work and tradition to morals. She then explored how children experience tradition and modernity, before describing research into the nature of modern family life which showed that, whatever their actual practice, families across Europe were in general agreement on their ideals for family life. People said that, after the family, the things that concerned them were work, friends, leisure, living together, religion and poverty. Parenting is never easy because 'family' is a traditional word but family life has to go on in a 'modern' world.

13.3.3 The 50th Anniversary Congress in Paris

At the General Assembly, Thomas Mächler resigned as General Secretary and Gianluca Barbanotti (Italy) was elected General Secretary in his place.

The 50th Anniversary Congress in Paris in 1998 could hardly have been more different from the 25th Anniversary Study Days in Paris (Section 9.3.3). Instead of a single plenary address followed by two days for working groups who reported back to the General Assembly, there were just two days of plenary sessions, including a celebratory session and a panel discussion, and a day of excursions. There were no workshops and no working groups and consequently North American members of FICE who rely on being able to

present a paper in order to cover the expenses involved in attending a FICE Congress were noticeably absent. However the attendance of nearly 700 participants from 30 countries suggests that the format did not put off too many potential participants.

Nigel Cantwell, from the UNICEF International Child Development Centre in Florence, outlined *The emergence of children's rights: political, social, economic, cultural and historical conditions*, arguing that the UN Convention on the Rights of the Child represented a shift from a compassionate outlook to a rights based approach within which compassion becomes substantive. Fore-shadowing aspects of his contribution to this book (Chapter 2), he also warned of the continuing resistance to implementing the Convention.

Alain Bentolila, in *The implementation of children's rights: the importance of linguistic competence*, argued that linguistic competence was important in developing relationships and without it a child is vulnerable because language allows a child to be proactive in defining their own space.

Eugène Verhellen, in *From protection to participation in and outside families*, argued that children had historically been viewed as 'future performers' rather than as current meaning-makers. So the journey to children's rights had involved a series of shifts, in the course of which issues of children's legal competence had obscured some of the issues. The UN Convention is particularly significant because it

- is comprehensive, encompassing protection, provision and participation
- is legally binding and
- has had almost universal ratification

Participation begins from the idea that a child is a current meaning-maker who can take a pro-active role in democratic learning and a reactive role in preventing crime; participation then becomes beneficial for children and for society.

Child labour, street children, armed conflicts, sexual tourism and gender discrimination all have structural causes in which the child is not the problem but, as a meaning maker, part of the solution.

The first day of plenary sessions ended with a celebratory session addressed by Arthur Bill, by then the only remaining survivor of the Trogen Conference (though Louis François who had played such a key role in FICE's early days was to live for another four years), Ms. K. Tiouloung, representing Frederico

Major, Director General of UNESCO, who expressed the hope that FICE would expand its operations to Asia, Africa and South America and Mr M. Ricatto, head of UNICEF France, representing the head of UNICEF.

Marie-Rose Moro began the second day of plenary sessions by looking at *The right to childhood, a family, a culture: here and elsewhere* through her research into the experiences of immigrants who were refugees from war. She had found that the first generation, who took the step of leaving often after experiencing considerable trauma, had a rather different perspective on the move from the second generation who had not experienced the same trauma and so did not view the move in the same light.

Philippe Meirieu looked at some of the difficulties in *Implementing the right to education for all children*. A plenary discussion followed, before Bernard Defrance wound up the congress by asking *Can children have rights in institutions?* Assisted by children and young people from Paris, he suggested that the answer is Yes, the question is How? and was rewarded with lots of questions from the young people at the end of his session.

13.3.4 The Maastricht Congress

Though the young people of Moulin-Vieux had proposed a parallel conference for young people alongside the Trogen Conference (UNESCO Courier, 1949c) and FICE members, for example, Slovenia in 1998, had organised youth conferences alongside their annual congresses, the 2000 Maastricht Congress, organised in association with the European Scientific Association for the Residential and Foster Care of Children and Adolescents (EUSARF), was the first Congress of FICE International to attempt such an undertaking.

13.3.5 The Berlin Congress

The 2002 Berlin Congress provided two days of small group activities ranging from fora to working groups, symposia to project presentations topped and tailed each day with a plenary lecture. With over 600 participants from 40 countries, over 100 small group activities to choose from and presenters from Africa, North and South America, Asia and Europe (Hennig *et al*, 2003), this was, with the Milwaukee and Paris Congresses, one of the three largest and the first truly international Congress in FICE's history.

13.3.6 The Glasgow Congress

Like the 2000 Maastricht Congress, the 2004 Glasgow Congress had a parallel Young People's Congress, although this was located in Inverclyde, at some distance from the main conference site. Each conference was spread over

three days with the final half day a joint session. One day was devoted to plenary sessions and one and half days to symposia and workshops.

In their evaluation the Executive Committee praised the organisation of the Congress, the good atmosphere, the work of the young people and Jim Anglin's contribution but regretted the high cost of the event and the lack of contact between the young people's conference and the main congress (Comité Exécutif, 2005b).

13.3.7 The Sarajevo Congress

The 2006 Sarajevo Congress which brought to an end the six year project *Dialogue in South East Europe* (Section 13.2.2) took as its theme *Building a positive future despite a childhood of mishaps!* a reminder that many people in south east Europe had been completely preoccupied with the military conflicts. It had a 'parallel' conference for young people which took place from the Sunday to the Friday, with the young people joining in the FICE Congress which took place on Wednesday, Thursday and Friday.

Plenary sessions and workshops had roughly equal time over the three day conference with excursions available on the Saturday. Workshop presenters came from south east Europe, western Europe, India and the USA.

The FICE Sarajevo Declaration 2006 was adopted as a broad outline for the work of the Congress and a focus for the future activities of FICE, with the intention that the state of the implementation of the declaration should be checked from time to time and further possibilities for its development discussed and adopted.

13.4 Rewriting the statutes

FICE had managed throughout its history to revise its statutes at least once in every decade; however, the 1990s brought a rewriting rather than a revision, not least because FICE had become a very different organisation from the organisation it had been in the 1970s. The December 1992 Executive Committee had discussed the issue of membership (Comité Exécutif, 1992) and drafted some proposals for discussion at the May 1993 Federal Council. A project group was set up and, at the October 1993 Federal Council, a draft was approved which was put to the 1994 Milwaukee General Assembly (1994b).

Gone was any reference to children's communities or any definition of them; instead of references to working to support the aims of UNESCO, the UN Convention on the Rights of the Child was now the basis for the organisation's work, a change which may have prompted the decision of UNESCO in 1996

to downgrade FICE's status (Sayyad, 1996). No longer were the objectives a tightly organised list but rather a description of some of the activities of FICE.

Gone were active members and national associations; instead national or international NGOs could be full members, with the option for more than one ('*membre*' General Assembly 1994b, p3) NGO from each country to be full members. Associate membership remained but the time limit was reduced to two years, though still with the option for the Federal Council to extend the period. The project group clearly struggled to come to terms with some of the changes because they proposed that full members should have one vote and then said that where there was more than one member from a country they must agree on using the votes. In the event, on the recommendation of the Executive Committee, the Milwaukee General Assembly (1994a) voted for two votes for countries and this, while not resolving the situation for countries with more than two NGO members, at least eased it in the majority of cases.

The Lyons General Assembly (1950c) had decided that each country should have only one National Section, probably because FICE France was afraid of competition from the recently formed *Association Nationale des Educateurs de Jeunes Inadaptés*, a decision which had probably severely weakened its influence in Italy where Ernesto Codignola and Don Antonio Rivolta had set up rival associations of children's communities.

However, four years later, the Executive Committee was discussing the problems arising from the change from a single National Section to NGO members in relation to the use of the FICE logo by more than one NGO in a country (Comité Exécutif, 1998d) and eight years later the Executive Committee was discussing the need to get rid of one of the two members in Russia in order to allow a third organisation to join FICE (Comité Exécutif, 2002c). Later that year a perceived difficulty in admitting South East Europe as a member was resolved when people realised that the Milwaukee Statutes permitted international NGOs to be members (Comité Exécutif, 2002a) and the January 2003 Executive Committee appears to have realised for the first time that 'National Sections' had been replaced by 'Full Members' even though the term 'National Section' had continued to be used in FICE documents throughout the previous eight and a half years (Comité Exécutif, 2003). In April 2003 it was agreed that the terminology 'National Section' could be used as an alternative to 'Full member' (Conseil Fédéral, 2003a).

Gone were standing committees (though in practice none had been appointed for over a decade) and the number of Vice Presidents which the Federal Council may appoint was reduced from three to six to two to five. At the same time, the limitation to two terms of office was removed.

Before 1994 it had become practice to give Vice Presidents particular responsibilities. So, for example, in 1990 David Lane had been given responsibility for child care and training matters, Hanspeter Müller for coordination of projects launched by National Sections and Daniel Vidaud for relationships with international organisations. In 1994 Miklós Lévai was given responsibility for the rights of the child and in 1996 Martti Kempainen for co-operation with the Baltic and the CIS states.

In adopting the UN Convention on the Rights of the Child as the peg on which to hang FICE's activities, the organisation was clearly reflecting the mood of the time but also acknowledging that members like the *Central Union of Child Welfare* in Finland were very different organisations from the predominantly residential staff based organisations that had made up FICE's membership for much of its first 40 years. It also legitimated the more inclusive approach of many FICE members in central Europe who, unlike FICE International, had continued to provide direct support for children and young people in extra-familial care rather than becoming predominantly staff based organisations.

Following this a sub-committee consisting of Thomas Mächler, the General Secretary, Miklós Lévai (Hungary), Wolfgang Trede (Germany), Walter Prohaska (Austria), Martti Kempainen (Finland) and Frits de Keyser (Netherlands) were charged with revising the standing orders which had been in force for over twenty years. The resulting document (Conseil Fédéral, 1995a), covering the procedure for membership, voting rights, procedural matters and expenses but no longer listing the responsibilities of officers, was adopted, following amendments, in October 1995 (Conseil Fédéral, 1995b).

While the 1994 Milwaukee Statutes clearly facilitated a range of positive developments for FICE, such as permitting FICE South East Europe to become a member (Section 13.2.2), the failures to think through the implications of the change from National Sections to NGO members and the status of organisations like *CERFFICE*, which was in existence at the time the Statutes were being drafted, or of FICE Europe *vis-à-vis* FICE International are still with FICE.

Part of the problem was that, unlike all the other major revisions of the statutes, no-one was around in 1994 who had been involved in any of the previous major revisions and part of it was the diligence of the revisers in 1970 and 1971 in requiring amendments to be submitted in advance of the General Assembly, a clause which was used at the Milwaukee General Assembly to block one suggested amendment to the draft (General Assembly, 1994a).

In both 1960 and 1970 the first draft of a new set of Statutes had been brought back the following year for final approval. Indeed, though the Königstein Statutes (General Assembly, 1971a) are prefaced by the comment that only Articles 1, 2 and 9 are being changed from the draft submitted to the Budapest General Assembly, a detailed comparison shows that there were numerous changes to the wording of nearly every article that was accepted at Budapest to clarify and tighten the wording of the Statutes. While waiting until Copenhagen in 1996 would immediately have presented FICE with dilemmas relating to membership issues that needed to be resolved at Milwaukee, nonetheless the lack of a second 'tidying up' General Assembly to clarify and tighten up aspects of the Statutes has left FICE with a relatively loose set of rules overall compared with their predecessors.

This became evident following the resignation of Christoph Tanner as General Secretary in 2001 when the lack of any statement of officers' responsibilities in the Rules of Procedure created considerable difficulties for the Executive Committee as it tried to negotiate arrangements for a new secretariat (Comité Exécutif, 2001a, b). So the Federal Council set up a Task Force consisting of the Executive Committee, the Vice Presidents, Robert Soisson (Honorary President), Roland Stübi (Switzerland), Anton Tobé (Netherlands) and Rolf Widmer (Switzerland) (Conseil Fédéral, 2001b) which produced a report recommending, among other things:

- appointing project managers to run projects coordinated by the Vice Presidents
- extending the Executive Committee to the Vice Presidents
- setting up parallels to FICE Europe in other continents
- creating a fee paying form of Associate Membership for organisations in countries without a full member.

This was received by the April 2002 Federal Council which later in the same meeting rejected proposals from the Executive Committee for changes to Article 3 of the Statutes relating to membership, arguing that this was already sufficient (Conseil Fédéral, 2002b). They were probably right in the sense that there were other weaknesses in the organisation's rules which needed to be tackled more urgently.

13.5 Member organisations

Like his predecessor Franz Züsli, Thomas Mächler took up his responsibilities for the FICE Secretariat before he was formally elected General Secretary. One

of his first actions was to imitate his predecessors, Josef Docekal and Franz Züsli, in seeking to bring more countries into the FICE fold. He continued his efforts throughout his period of office receiving responses from organisations all over the world and, if FICE did not grow as fast as some members would have liked, it was not for lack of effort on the part of the General Secretary. He was particularly moved during his visit to South Africa with the President, Robert Soisson, to attend FICE South Africa's conference *Child and Youth Care: Reconstruction, Development for Peace* in 1995 by the personal response of Nelson Mandela to the issue of young people in South Africa's prisons and by his meeting with Archbishop Desmond Tutu.

In his programme of action as President, Robert Soisson (1994) set out the aim of revitalising membership in countries which had had a National Section and creating organisations that could become FICE members in other countries and in 1996 Martti Kempainen was given as his Vice Presidential responsibility liaison with the Baltic and CIS states. Throughout the 1990s and into the 21st century the list of FICE members, full and associate, gradually increased.

Dialogue in South East Europe (Section 13.2.2) generated both FICE South East Europe and FICE Serbia while contacts between FICE Netherlands and Bulgaria led to the foundation of FICE Bulgaria.

When Daniel Vidaud (France) was elected Vice President for a further term in 2002, he set about inspiring NGOs in Francophone Africa to participate in FICE activities and, following his resignation in 2004 (Conseil Fédéral, 2004a), this work was carried on by the new Secretary of FICE France, Alain Amate (Comité Exécutif, 2005b).

Though FICE Canada and FICE USA had been set up in succession to FICE North America in 1994, by 1998 FICE USA was in default over its subscriptions (Conseil Fédéral, 2000); but in 2005 efforts began to reorganise it (Conseil Fédéral, 2005a) with a view to it becoming a full member once again at the 2006 General Assembly in Sarajevo.

But the attendance list at the 2004 Glasgow Congress, itself a relatively small congress by FICE standards, perhaps best indicates the trend with over thirty countries represented of which only the UK and the Netherlands sent delegations of more than twenty but among which Africa, Asia, Europe and North America were all represented by more than one country.

13.6 International relationships

Anyone reading the minutes of the Federal Council and the Executive Committee quickly becomes aware of the range of international contacts that FICE officers maintain. Perhaps the best single summary of this is in Robert Soisson's address to the FICE Congress in Copenhagen (Soisson, 1996a) and a whole book could be written just tracing the contacts that FICE officers have maintained over the years.

Alongside the efforts of the Presidents, Steen Lassen and Robert Soisson, Thomas Mächler found that:

one of the other important responsibilities [of the General Secretary] was to maintain contact with other NGOs. In this work I could count on the full support of FICE Members. Alongside the General Secretary François-Richard Joubert, for example, represented FICE at the Council of Europe, Rolf Widmer at the International Organisations in Geneva, including the Committee for the Rights of the Child (CRC), Helga Stefanov at ECOSOC in Vienna, Daniel Vidaud at UNESCO in Paris and Edna Rannels Ranck at UNICEF in New York, just to name a few of the important representatives. The coordination of these representatives and the exchanges of information and a lot of papers was a considerable challenge (Mächler, 1998, *My translation*).

13.6.1 UNESCO

David Vidaud, Vice President 1990-1994, had represented FICE at UNESCO but in 1996 there was a shock downgrading to Category C in its consultative status (Sayyad, 1996). The President, Robert Soisson, responded with a letter to Federico Mayor, Director General of UNESCO (Soisson, 1996b), which resulted in the decision being suspended for a year. By October 1996 the General Secretary, Thomas Mächler, was quite pessimistic about the chances of recovering consultative status (Conseil Fédéral, 1996b). Perhaps no-one should have been surprised at this; in the 1994 Milwaukee Statutes (General Assembly, 1994b) all references to supporting the aims of UNESCO had been removed, being replaced by supporting the realisation of the UN Convention on the Rights of the Child.

However, representations from the Executive Committee and a visit to Mr Millward at UNESCO's Paris office had a successful outcome and news that consultative status had been restored came just before the 1998 Paris General Assembly (Comité Exécutif, 1998c). Once this had happened further sterling work by François-Richard Joubert, Treasurer and FICE representative to UNESCO, resulted in FICE's election to the liaison committee of NGOs with UNESCO in 1998 (Comité Exécutif, 1998e). Following François-Richard

Joubert's resignation as Treasurer in 2002, Daniel Vidaud, Vice President 2002-2004, resumed representing FICE at UNESCO, something he continued to do following his resignation as a Vice President, with Alain Amate, Secretary of FICE France, representing FICE at UNESCO's 60th anniversary celebrations in 2005 (Comité Exécutif, 2005b). However, he repeatedly noted that FICE was failing in its obligations to report its activities to UNESCO (Section 15.4).

Meanwhile Edna Ranck had continued to represent FICE at UNESCO's New York office.

13.6.2 ECOSOC

FICE has consultative status with ECOSOC and has been represented since the 1980s in Vienna by Helga Stefanov, with the exception of 1994-1996 when Dr Walter Prohaska undertook this responsibility. Like Daniel Vidaud, she drew attention to the lack of material about FICE which she could share with other members through she was able to talk about *Dialogue in South East Europe* (Section 13.2.2) at the meeting on 10 November 2005.

13.6.3 UNICEF

FICE has consultative status with UNICEF and is a member of the NGO Committee on UNICEF and was represented in Geneva by the General Secretary until 1998 and in New York by Edna Ranck.

Among joint activities was an Expert Seminar at Geneva in October 1995 at which Nigel Cantwell, Consultant, Child Rights, UNICEF-Geneva spoke and the Executive Committee also met Jack Glatbach. In 1997 FICE opposed proposals within the UN to disband UNICEF but apart from routine meetings with officers collaboration with UNICEF has mostly been undertaken by FICE members in their own countries.

13.6.4 Council of Europe

FICE has consultative status with the Council of Europe and in the early 1990s was represented by members of the Executive Committee on an *ad hoc* basis but from 1995 until his resignation as Treasurer in 2002 by François-Richard Joubert in particular on its 'Social Charter' and 'Education' commissions (Comité Exécutif, 1995, 1998e). Like Daniel Vidaud, he had to stress the importance of FICE submitting reports on its activities (Comité Exécutif, 2000a). He was succeeded in 2002 by Daniel Vidaud (France) on his election as Vice President, though he occasionally continued to stand in for Daniel Vidaud, and on Daniel Vidaud's resignation in 2004 by Alain Amate, General Secretary of the newly formed FICE France (Comité Exécutif, 2005b).

13.6.5 AIEJI

FICE's relationship with the *Association Internationale des Educateurs de Jeunes Inadaptés* (AIEJI) has been something of a 'will they? won't they?' courtship since the early 1990s. AIEJI was originally established as a Franco-German friendship organisation at around the same time as FICE and, because it had not been bound like FICE by UNESCO's ban on cooperating with General Franco's Spain, had expanded into Spanish speaking countries. A number of FICE members have been members of both organisations and wanted the two organisations to unite but the different emphases of the organisations have so far hindered such a union.

During the 1992 Luxembourg Congress representatives of FICE and AIEJI met and signed an agreement to explore areas of co-operation between the two organisations but a letter from Daniel Dupied, President of AIEJI, about co-operation in April 1993 (Comité Exécutif, 1993) does not appear to have led anywhere, though Robert Soisson did attend the AIEJI Congress in Brescia in June 1997 and there was further contact in 1998 from the new President, Gustavo Vélastégui, indicating his interest in more cooperation (Comité Exécutif, 1998e).

In April 2002 Theo Binnendijk, President, met Arlin Ness, another new President, in Paris when they agreed to keep in touch and, where possible, collaborate on projects (Comité Exécutif, 2002b) and on 5 March 2004, with the Comparative European Social Studies Network (CESSNET), the European Association of Schools of Social Work (EASSW) and *Formation d'Educateurs Sociaux Européens* (FESET), they were both founding members of ENQASP (the European Network for Quality Assurance in Study Programmes in the Social Professions).

This brought FICE and AIEJI closer together and on 10 May 2005 the President, Arlin Ness, and Secretary, Lars Steinov, of AIEJI met FICE officers in Amsterdam prior to an Executive Committee to discuss closer working between the two organisations (Comité Exécutif, 2005a).

There was a further meeting on 16 February 2006 with Lars Steinov which resulted in an agreement to continue discussions.

13.6.6 Other organisations

FICE joined the Children's Rights Information Network in 1996 shortly after its establishment under the auspices of Save the Children (UK). FICE has collaborated with the European Scientific Association for the Residential and Foster Care of Children and Adolescents (EUSARF), in association with whom

the 2000 Maastricht Congress was organised, and participated in the activities of Eurydium.

Links with the International Federation for Child Welfare (IFCW) and its European region were strengthened during the 1990s by Robert Soisson's membership of EFCW and his regular attendance at their events but it is not clear how far that led to direct co-operation between FICE International and IFCW though FICE members such as FICE Finland regularly collaborate in IFCW/EFCW events.

The International Foster Care Organisation (IFCO) was an obvious partner, since FICE had formally expanded into all aspects of extra-familial care. In 2002 Theo Binnendijk, President, had met Anja van Hout, President of IFCO, to discuss their organisations' work (Comité Exécutif, 2002) and IFCO later became a partner, alongside *SOS Children's Villages*, in the *Quality4Children* project (Section 13.2.3).

In an attempt to further cooperation between international associations involved in child care, meetings of *International Professional Associations Concerned with Children and Young People* were held on 27 May 2003 in Denmark attended by AIEJI, FICE, IFSW and SL and then during the 2004 Glasgow Congress attended by AIEJI, Eurochild, FICE, International Family Day Care Organisation (IFDCO), SL and the Scottish Institute for Residential Child Care (SIRCC). It was agreed that the next meeting would be on 10 May 2005 in the Netherlands. However, it seems that only AIEJI and FICE attended this meeting.

13.7 Mission and vision

The decision by the *Pestalozzi Children's Village Foundation* in the mid-1990s to withdraw from long term support for the FICE Secretariat and the subsequent failure of Gianluca Barbanotti to secure the funding he had expected to be able to obtain to provide a functioning secretariat (Section 15.4) ushered in a prolonged period of uncertainty for Executive Committee members which was only partly alleviated by the generosity of the Pestalozzi Foundation in making two further grants to support FICE's Secretariat. In October 2001 a working group consisting of the Theo Binnendijk, President, François-Richard Joubert, Treasurer, Martti Kemppainen and David Lane, Vice Presidents, Robert Soisson, Honorary President, Roland Stübi (Switzerland), Anton Tobé (Netherlands) and Wolfgang Trede (Germany) was appointed to prepare a mission statement (Conseil Fédéral, 2001b). It later came to be known as the Task Force whose recommendations, while not rejected, were not formally adopted by the Federal Council (Conseil Fédéral, 2002b).

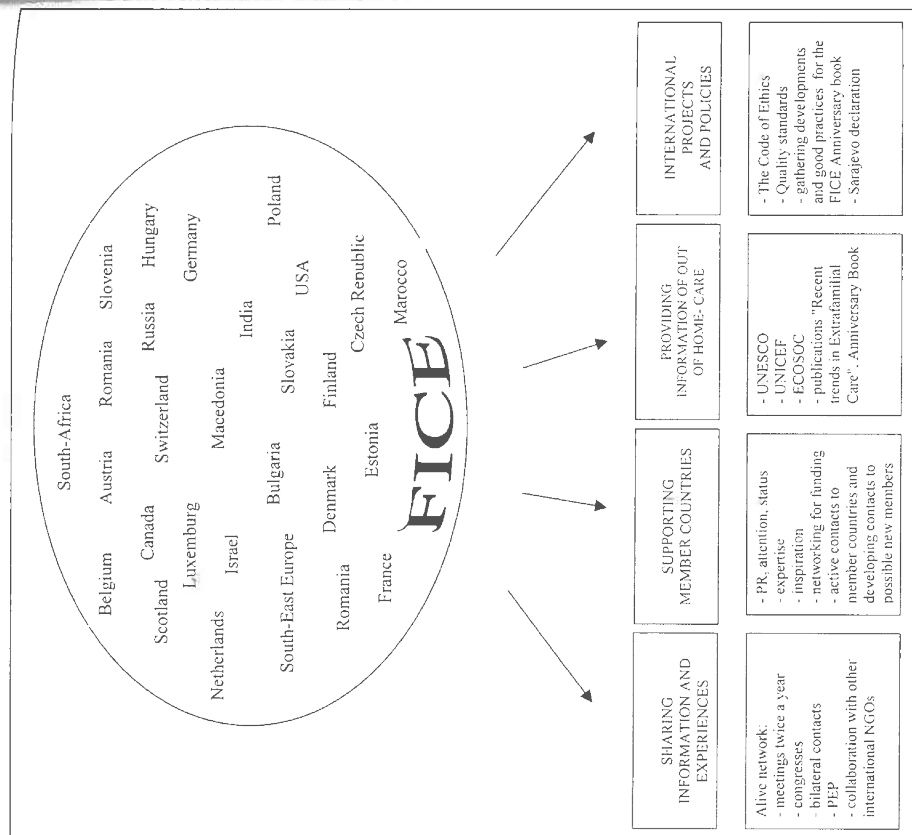


Figure 13.1

Nearly three years later Theo Binnendijk commissioned a report on the future of FICE from two Dutch consultants (Meynecht and Cochijs, 2005) on the basis of which he initiated a discussion in May 2005 in preparation for a meeting in July that year to look at the issues in more depth (Conseil Fédéral, 2005b). The consultants in a presentation in September 2005 argued that FICE needed:

- a clear mission and vision
- a long term strategy
- clarity about the objectives and values of any projects it undertook

in order to obtain any funding for its work; in addition, it would be helpful if FICE could fund some projects out of its own resources (Conseil Fédéral, 2005a).

In the ensuing discussion a wide range of points of view were expressed including the need to do more for direct workers and for better information as the work FICE did was not well known and the Federal Council decided to establish a Mission and Vision working group consisting of Theo Binnendijk, President, David Lane, Vice President, Sari Laaksonen (Finland), Dennis Fely (USA), Monica Niederle (Austria), Karin Lauermaann (Austria), Søren Hegstrup (Denmark) and Josef Koch (Germany) to look at the future of FICE. Further names were later added to the list and they met at Sorö in Denmark on 15-16 February 2006. Prior to this meeting, an attempt was made to draw together a wide range of papers which had at various times been presented to Federal Council on policies, membership and recruitment along with personal papers by members of the working group.

The working group wanted FICE to be more professional but recognised that there was a communication gap and that too much of what happened relied on voluntary effort. Yet FICE had had significant successes, for example, in the *Dialogue in South East Europe* project. The model they came up with (Figure 13.1) involved a structure of

- sharing information and experiences
- supporting member countries
- providing information about extra-familial care
- international projects and policies

animated by a process of creating working groups to carry work forward between major conferences.

14

Selected events 1993-2007

1993

5 April

Executive Committee at Moscow to order to attract publicity for the newly established FICE Russia

3-4 May

Expert Seminar on Supervision at Preddvor, Slovenia

5 May

Day Conference 'Supervision for Quality Care' at Ljubljana, Slovenia

President and Federal Council representatives meet Slovenian Minister of Education

6 May

Conference on *Evakuierung von Kindern aus Krisengebieten. Evacuation et prise en charge des enfants réfugiés. Evacuating Children from Crisis Areas* at Nova Gorizia, Italy

1-2 October

Federal Council at Warsaw, Poland: Planning for revision of statutes

9-10 December

CERFFICE Expert Seminar *Handicaps et migration* at Liège, Belgium

1994

20 June

General Assembly at Milwaukee, USA: Steen Lassen resigns as President having completed the maximum three terms and is elected Honorary President; Robert Soisson resigns as Treasurer and is elected President; François-Richard Joubert is elected Treasurer; new

statutes adopted; Russia (USCC), Romania and South Africa become full members; FICE Czech Republic and FICE Slovakia are accepted as full members in succession to FICE Czechoslovakia and FICE Canada and FICE USA in succession to FICE North America; Caring for Children becomes FICE UK in succession to the Social Care Association which had been FICE UK since 1987

20 June Federal Council at Milwaukee, USA: David Lane (UK), Miklós Lévai (Hungary) and Hanspeter Müller (Switzerland) elected Vice Presidents

22-24 June Congress at Milwaukee, USA *Family-centered Child and Youth Care Familienzentrierte Kinder- und Jugendhilfe La protection de la jeunesse dans une perspective familiale*

The following plenary papers were presented:

- Lasson, Steen: Family centred treatment in residential care
- Brendtro, Larry: Reclaiming the future for children, youth and families

5 October Federal Council at Bucharest, Romania: YFB (Sweden) and RCF (Russia) accepted as associate members

16-19 November FICE Alps-Rhine meeting at Predvor, Slovenia 'What do we mean by care today?'

2-3 December Third CERFICE International Seminar *La formation continue sans frontières Continuous training beyond borders Weiterbildung ohne Grenzen* at Luxembourg: Proposal for Professional Exchange Programme

1995

1-3 March FICE Alps-Rhine meeting at Frankfurt am Main, Germany 'What do we mean by care today?'

12 October Expert seminar in association with UNICEF at Geneva, Switzerland *Les enfants ont des droits - sont-ils respectés?*

13 October Federal Council at Geneva, Switzerland: Approval of Rules of Procedure

7-9 December CERFICE Expert Seminar at Grenoble, France *La formation des éducateurs*

1996

21 May General Assembly at Copenhagen, Denmark:

Re-organised FICE Sweden becomes full member

21 May Federal Council at Copenhagen, Denmark: Estonia (ECF) and Italy (CNCM) become associate members

22-24 May Congress at Copenhagen *Fostering cultural diversity in a turbulent world: a challenge for extra-familial care Interkulturelles Lernen in einer turbulenten Zeit: eine Herausforderung für erzieherische Hilfe Communiquer les cultures dans un monde turbulent: un défi pour les communautés éducatives*

The following plenary papers were given:

- Soisson, Robert: Culture, society and social relationships
- Divine, David: Integrating contrasting cultures in residential care
- Peters, Friedhelm: *Subkulturen und Identität*
- Clough, Roger: The transmission of culture within residential care
- Pruzan, Vita: Childhood, modernity and tradition

10 October Federal Council at Vienna, Austria: FICE Estonia (EUCW) becomes an associate member

11 October Expert seminar at Vienna, Austria 'Adventure education'

1997

17-18 January CERFICE Expert Seminar at Frankfurt am Main, Germany 'Multidisciplinarity and Child Care Work'

22 May International Day Seminar at Helsinki, Finland 'When is residential care in the best interests of a child?'

FICE Alps-Rhine meeting at Budapest, Hungary

- 8 and 10 October Federal Council at Erfurt, Germany: Acceptance of a new agreement with the *Pestalozzi Children's Village Foundation* for tapering funding over 1998-2000 and consequent need to find a new General Secretary; Israel (IRECA) accepted as an associate member Adoption of report of Code of Ethics working group
- 9 October Expert Seminar at Erfurt, Germany 'Wenn Erziehung zur Strafe wird...' *Zur Verhältnis von Jugendhilfe und Justiz im internationalen Vergleich*
- 10 October Foundation of FICE Europe at Erfurt, Germany
- 11-13 November FICE Alps-Rhine meeting at Bled, Slovenia 'Quality in social pedagogical work'
- 1998**
- 26 May General Assembly at Paris, France: Thomas Mächler resigns as General Secretary and is succeeded by Gianluca Barbanotti (Italy); Italy (CNCM), Israel (IRECA), Russia (Russian Children's Fund) and Estonia (Estonian Children's Fund) admitted as full members
- 26 May Federal Council at Paris, France: Morocco and India admitted as associate members
- 27-29 May 50th Anniversary Congress at Paris, France *De la Déclaration Universelle des Droits de l'Homme à la Convention des Nations Unies relative aux Droits de l'Enfant. Von der Universellen Erklärung der Menschenrechte zur Konvention der Vereinten Nationen über die Rechte des Kindes. From the Universal Declaration of Human Rights to the United Nations Convention on the Rights of the Child*
- The following plenary papers were given:
- Cantwell, Nigel: Emergence of children's rights: political, social, economical, cultural and historical conditions
 - Bentolila, Alain: *Droit de l'enfant et usage du droit: la maîtrise de la langue*

- Verhellen, Eugène: *De la protection à la participation de l'enfant, dans et hors la famille*
 - Moro, Marie-Rose: *La droit à une enfance, une famille, une culture, ici et ailleurs*
 - Meirieu, Philippe: *Garantir le droit à l'éducation à tous les enfants*
 - Defrance, Bernard: *L'enfant peut-il être sujet de droit dans une institution?*
- FICE Alps-Rhine meeting in the Netherlands
- Expert Seminar at Loučň, Czech Republic *Roma – the old and new problem of minorities*

22 October

2000

- 9 May Federal Council at Maastricht, Netherlands: Martti Kemppainen and David Lane elected as Vice Presidents
- 10 May General Assembly at Maastricht, Netherlands: Robert Soisson resigns as President, having completed the maximum three terms, and is elected Honorary President; Theo Binnendijk (Netherlands) is elected President; Gianluca Barbanotti resigns as General Secretary, having failed to secure funding for the post; Christoph Tanner (Switzerland) is elected General Secretary Morocco is admitted as a full member
- 11-13 May Congress in association with EUSARF at Maastricht, Netherlands *The century of the child – Changes in the view of (residential) youth care: Retrospect and perspectives. Le siècle de l'enfant L'assistance (résidentielle) aux jeunes en mutation: Rétrospective et perspective. Das Jahrhundert des Kindes Veränderungen von Anschauungsweisen auf die (residentielle) Jugendfürsorge: Rückblick und Perspektive*
- 14-26 August Peace camp at Balaton-Boglar, Hungary
- 22-26 August Expert Seminar for staff from south east Europe at Balaton-Lelle, Hungary

2001

- 22-23 February Federal Council at Trogen, Switzerland: Bulgaria accepted as an associate member
- 28 July Executive Committee at Mulhouse, France receives Christoph Tanner's letter of resignation as General Secretary
- 7-18 August Friendship camp at Bihaću, Bosnia-Herzegovina (F)
- 14-18 August Expert seminar at Bihaću, Bosnia-Herzegovina (F)
- 12 October Expert Seminar at Bucharest, Romania 'Quality management in the field of child and youth care and family support'

2002

- Friendship camp at Bijela, Montenegro
- Expert Seminar at Kotor, Montenegro
- General Assembly at Berlin, Germany: As François-Richard Joubert had indicated his intention to resign as Treasurer at the end of the year, Rolf Widmer (Switzerland) is elected Treasurer to succeed him; Emmanuel Grupper and Malay Dewanji appointed to the Audit Committee Bulgaria and South East Europe become full members

17 September

- Federal Council at Berlin, Germany: Martti Kempainen, David Lane, Anton Tobé (Netherlands) and Daniel Vidaud (France) elected Vice Presidents

18-20 September

- Congress at Berlin, Germany *Im Dickicht der Städte In the Jungle of Cities Dans la Jungle des Villes*

The following plenary papers were presented:

- Winkler, Michael: *Großwerden in urbanen Räumen*
- Liegle, Ludwig: *Zur Ökologie des Aufwachsens in urbanen Räumen – Forschungsbefunde und Konsequenzen für die Politik*
- Bühler-Niederberger, Doris: *Natürliche Räume oder Architektur der Kindheit*

- Thiersch, Hans: *Lebensweltorientierte Erziehungshilfen im städtischen Milieu*
- Kupfer, Heinrich: *Im Spannungsfeld der Interessen – Chancen und Grenzen der Kooperation*

2003

- 6-16 August Friendship camp at Uzice, Serbia
- 11-16 August Expert seminar at Zlatibor, Serbia

2004

- 21-31 July Friendship camp at Banja Luka, Bosnia-Herzegovina (RS)
- 26-31 July Expert seminar at Banja Luka, Bosnia-Herzegovina (RS) *Vernutzung und Arbeit mit dem Umfeld als Vorbereitung auf den Austritt der Jugendlichen*
- 7 September General Assembly at Glasgow, Scotland: FICE Scotland becomes a full member
- 7 September Federal Council at Glasgow, Scotland: Martti Kempainen, David Lane and Anton Tobé elected Vice Presidents; FICE France (RNCE) becomes an associate member
- 8-10 September Young People's Conference at Inverclyde, Scotland *Creating a place for us!*
- 8-10 September Congress at Glasgow, Scotland *Creating a place for children*

The following plenary papers were given:

- Anglin, James P: In-forming, per-forming and trans-forming in the worlds of young people: the struggle for congruence in life-space carework
- Holman, Bob: Community as parents

2005

- 19-27 August Friendship Camp at Ohrid, Macedonia
- 22-27 August Expert Seminar at Ohrid, Macedonia

21 September Federal Council at Alba Julia, Romania: Søren Hegstrup elected Vice President

22-23 September Expert Seminar on domestic violence at Alba Julia, Romania

2006

3-8 September Youth People's Conference at Sarajevo, Bosnia-Herzegovina

5 September General Assembly at Sarajevo, Bosnia-Herzegovina: Theo Binnendijk resigns as President having served the maximum three terms and is elected Honorary President; he is succeeded by Monika Niederle (Austria); re-founded FICE USA becomes full member

6-8 September Congress at Sarajevo, Bosnia-Herzegovina *Auch mit belasteter Kindheit die Zukunft positiv gestalten! Construire l'avenir de manière positive même si l'enfance a été difficile! Building a positive future despite a childhood of mishaps*

The following plenary papers were presented:

■ Cyrulnik, Boris: *Peut-on revenir à la vie après un traumatisme?*

■ Kapetanovic, Taida and Pejakovic, Ljubomir: The status of children in Southeast Europe

■ Besser, Lutz-Ulrich: *Kriegstraumata, Gewalt und Bindungsstörungen und ihre Auswirkungen auf Gehirn- und Persönlichkeitsentwicklung*

■ Thumbadoo, Zeni: The AIDS pandemic in Africa: South Africa's response to the care and protection of children

■ Frommann, Anne *Wie können Menschen, die Krieg erlebt haben, zum Frieden erzielen?*

Part II FICE Today

15

The structure of FICE

15.1 Congresses and the General Assembly

Initially the Congress was the focus for debates about one or more topics and the General Assembly was the forum in which members hammered out the policy implications of those discussions. Apart from Trogen, as much time might be spent on the topics as on the policy making.

Twenty years later slightly more time was being spent on the topics, with any conclusions worked out by the workshop leaders and presented to a much shorter General Assembly for approval and, to give more time to discussing and developing policy relating to particular topics, standing committees had been set up. These had only limited success and most of the congresses in the 1970s continued the pattern of working groups in which members could address topics in detail.

However, during the 1980s the General Assembly was effectively severed from the Congress, taking place before it and becoming a purely business meeting for representatives of each country, often the same people as the Federal Council, and by the 1990s the pattern of attendance at congresses had changed significantly, with fewer people from the larger members attending compared with the 1970s but this loss being balanced by attendance from more countries.

In part this reflected the shift from an establishment based to an NGO based organisation. When individual establishments were members of FICE International, the FICE Congress was their meeting place. Now their meeting place is the congress of their NGO and the FICE Congress has become a meeting place for NGO representatives. The largest congresses in recent years, Milwaukee (1994), Paris (1998) and Berlin (2002) were all the national congresses of an NGO member as well as a FICE International Congress.

Since the national NGO members in each of these cases were large, attendance was high. If a smaller NGO member holds a congress, it does not have a large pool of members who will boost the attendance at the FICE Congress in the same way and the economies of scale which a large member can obtain are not available for them.

At present it is planned to switch to a three-yearly cycle after South Africa in 2010 but other alternatives include:

- inviting smaller members to open their General Assemblies to international participation as happened in the 1960s and 1970s
- creating events which are larger than the International Day Seminars often mounted alongside a Federal Council meeting but not as large as FICE Congresses have historically been
- imitating FIFA and UEFA by inviting joint applications from smaller members who might together be able to achieve the economies of scale available to larger members
- coming to an agreement with AIEJI involving a four year cycle for each organisation so that there would be a major Congress every two years.

15.2 Federal Council

Once General Assemblies only had to be called every two years, their gradual 'downgrading' to a largely ceremonial event led to the Federal Council, originally convened as a forum for National Section representatives, becoming increasingly important. And, as FICE became an organisation of experts, Federal Council meetings became a way of sharing expertise, whether by inviting specialists to an expert seminar arranged alongside a Federal Council, putting on a day seminar for local FICE members addressed by experts who happen to be attending the Federal Council or planning the Federal Council alongside a joint project with another international organisation.

They have also become the place where Vice Presidents, who since the late 1980s have been assigned particular responsibilities, and project leaders report on and seek the support of FICE members for their projects.

The main difficulty for most representatives continues to be that neither FICE nor most of its members have the funds to support the travel and accommodation expenses that a Federal Council and its associated seminar entails. So representatives from outside Europe or from countries with relatively weak economies can find the cost of regular attendance at Federal Councils

prohibitive and, if the theme of any associated seminar does not appear relevant or there are visa problems, attendance can be anything from around 25 to over 40.

15.3 The Executive Committee

When FICE was set up, the Executive Committee's predecessor consisted of the President, two Vice Presidents, the General Secretary, the Assistant General Secretary, the Treasurer and the Assistant Treasurer (General Assembly, 1950c, Article XI). But during the 1950s and 1960s FICE was led by a triumvirate of René de Cooman, Fernand Cortez and Edouard Barbel and this pattern was enshrined in the 1970 Budapest Statutes with the setting up of the Executive Committee. This arrangement functioned reasonably well throughout the 1980s and 1990s, after a hiccup in the 1970s when Louis François, the President, fell out with Othmar Roden, the General Secretary, even though the six year limitation to the office of President means that a lasting triumvirate is no longer feasible. The success of FICE International during these periods depended on the chemistry of the Executive Committee and the amount of time they could devote to maintaining FICE's international contacts.

However, this arrangement collapsed in the 21st century, following the resignation in 2001 of the General Secretary, Christoph Tanner. When it became clear that no permanent replacement was going to be possible, it was agreed to invite the Vice Presidents, who had in the past only been invited if a matter relevant to their responsibilities was due to be discussed, to every Executive Committee. However, in the longer term a resolution to the difficulties over the secretariat may enable the earlier, largely successful, arrangement to be resumed.

15.4 The Secretariat

UNESCO had been set up as a co-ordinating organisation; it had no money to distribute and FICE had also been intended by Bernard Drzewieski (1948) as a co-ordinating organisation. Though the Pestalozzi Foundation had offered 10,000 Swiss francs as pump-priming, this did not come through until May 1949 and the Management Committee relied on UNESCO in Paris for meeting rooms and secretarial support to hold its meetings while Marie Meierhofer and Elisabeth Rotten dug into their own pockets to provide a skeleton secretariat and members covered their own expenses for attending the meetings (Bill, 1968).

Hans Hoxter, as the former secretary of the *Nursery School Association of Great Britain*, appears to have had access to resources to do the job of General Secretary as he does not mention financial resources as a constraint on his work and Jean Roger appears to have been working from the offices of FICE France as presumably Fernand Cortez did at least initially. Support from UNESCO was directed to particular aspects of FICE's work, rather than to support for its running costs and, when Josef Doccal became General Secretary, he was confronted with the reality of the poor state of FICE's finances (Knöpfel Nobs, 1992, p240) which were only alleviated by the financial support that René de Cooman was able to provide until his death in 1980.

In 1983 Heinrich Tuggener was able to negotiate an agreement by which the *Pestalozzi Children's Village Foundation* hosted the FICE Secretariat for an annual fee of 10,000 Swiss francs but in practice the Foundation subsidised FICE to around 30,000 Swiss francs a year because most of the fee that FICE paid went out in translation fees (General Assembly, 1996). In 1996 the Foundation indicated that it wished to withdraw from the arrangement (Conseil Fédéral, 1996b) and offered FICE tapered support for the Secretariat and the administration of PEP for the years 1998-2000 (Conseil Fédéral, 1997b).

To paraphrase Thomas Mächler, the work of the General Secretary is shaped by the aims and projects of the members and their meetings. According to the Statutes the General Secretary is the first point of contact for all members and for all international organisations. The General Secretary is responsible for the timely preparation and dispatch of the papers to all members. He carries out the application process for new members in accordance with the Statutes and Standing Orders. Under normal circumstances his work involves the preparation and writing up of the twice yearly meetings of the Federal Council and of the General Assembly every two years alongside the international Congress as well as the meetings of the Executive Committee.

In the light of all FICE's activities and projects the running of the FICE Secretariat was no small undertaking, even with the support of a part-time secretary who handled the purely administrative tasks. With the Secretariat effectively being subsidised by the *Pestalozzi Foundation*, by whom Franz Züsli and Thomas Mächler had been employed as General Secretaries of the Foundation, it was clear that FICE, which was always short of money and struggling to obtain financial resources, simply could not finance many things that were important and significant to it (Mächler, 1998).

Thomas Mächler resigned as General Secretary in 1998 and FICE tried to find someone else who had the funds or whose employer would pay for the

General Secretary's time. Interest was expressed by FICE France, FICE Italy and FICE Netherlands but France and the Netherlands subsequently withdrew (Comité Exécutif, 1998b) and the choice narrowed down to Gianluca Barbanotti (Italy) who took over on 1 September 1998 (Comité Exécutif, 1998d). But he was unable to secure the long term funding he had hoped for from the regional government and in October 1999 he indicated his intention to resign at the 2000 Maastricht General Assembly or earlier if a successor could be found before then (Conseil Fédéral, 1999b).

Christoph Tanner (Switzerland) was appointed General Secretary at the Maastricht General Assembly but he resigned in 2001 and the *Pestalozzi Children's Village Foundation* agreed to fund the secretariat for a further two years to the tune of 10,000 Swiss francs a year instead. Initially Famke Schiff, secretary to the President, Theo Binnendijk, undertook some of the secretarial responsibilities of FICE International pending a decision about a new General Secretary at the 2002 Berlin General Assembly and the Executive Committee initially explored with FICE France the possibility of them assuming responsibility for the Secretariat (Comité Exécutif, 2002c). At the 2002 Berlin General Assembly, Malay Dewanji raised the possibility of a secretariat in India (General Assembly, 2002) but this came to nothing and Famke Schiff continued to carry out secretarial responsibilities for FICE until the end of 2006. Among the casualties of not having a permanent General Secretary were that the arrangements for the admission of new members were not being properly carried out (Comité Exécutif, 2003), the activity reports required by the Rules of Procedure were not being submitted (Conseil Fédéral, 2003b) and FICE lost track of the membership status of some members (Comité Exécutif, 2006b). This meant it was difficult for FICE to fulfil its obligations to international organisations such as UNESCO and ECOSOC to keep them informed of its activities (Conseil Fédéral, 2005b).

In one sense nothing has changed since Jean Roger presented his paper to the February 1950 Management Committee (Section 5.1); whether it was UNESCO funding from the 1950s to the 1980s, European Union funding in the 1990s or funding for projects in the twenty first century (Section 13.7), none of this would be available for FICE's running costs and, beyond changing the formulae for membership fees, FICE has really done nothing to address the issue. Yet FICE is still here and individuals are still digging into their pockets to keep it going; it must have something!

15.5 Languages and interpretation

When FICE was founded, French was the language of international diplomacy and most educated people spoke French. So, though some documents were translated into English, the titles of the training courses and many of FICE's early publications are in French and French remained the main FICE language until the 1960s. Only after Israel and the UK joined in 1955 and 1956 do English and then in the 1960s German begin to appear in FICE publications. But by the end of the 1960s Arthur Bill (1968) is discussing the need for single language events to avoid the costs of simultaneous translation, while in the 1970s the working groups at congresses are often single language groups with perhaps a final simultaneously translated session to bring things together.

The shift towards German in 1970 reflected the arrival of a German speaking General Secretary and a German speaking Treasurer and the appointment of a succession of German speaking General Secretaries reinforced the position of German as the dominant FICE language. However, the growth of FICE outside central Europe has been accompanied by increasing use of English and FICE books have increasingly been published in English.

The main difficulty presented by using English is that it lacks a whole series of terms related to pedagogy and social education that are in common use in continental Europe and indeed throughout parts of the world, such as North Africa or Latin America, when French is spoken or continental European terminology has been passed on through Spanish and Portuguese.

FICE has been particularly fortunate in having been able to draw on the services of the same two interpreters for over thirty years: Christine Karner and Helga Stefanov, which means both have far exceeded the longest participation in FICE of any officer. And it seems likely that their services will continue to be required, not least because there is no single common language to describe all the concepts of extra-familial care.

16

The kaleidoscope of FICE members

FICE members vary from organisations which predate the foundation of FICE and have had an independent existence from FICE through to organisations which have been set up solely for the purpose of FICE membership. They come from countries with a long tradition of social pedagogy and from countries with no such tradition. Few have come from outside Europe. Some concern themselves with all aspects of the care and upbringing of children and provide services for all children, their parents and families while others concern themselves only with children living away from home. Some are actively involved in providing education and development for children, parents, foster and adoptive parents, volunteers and professional staff; others provide only occasional seminars and conferences. For example, the Estonian Union for Child Welfare divides its activities into five programmes:

1. Children's Rights
2. Children and School
3. Child Abuse
4. Children's Spare Time
5. Children in the Family

By comparison FICE Slovakia has the rather more modest aims of organising one seminar for staff, one summer camp for children and young people and one visit each year, plus the possibility of publishing a conference book.

Some, such as the Netherlands, have taken a conscious decision to focus on specific aspects of extra-familial care, in their case refugee minors within the Netherlands and giving assistance to emerging democracies outside. Some concern themselves only with one aspect of extra-familial care because that is the way extra-familial care is arranged in their country and so there may be two or more potential FICE members in their country. Others are members in

countries like India which are so big that it would be unrealistic to ask one organisation to concern itself with extra-familial care across the whole country. Indeed, large federal states like India, Russia or the USA may be better served by a number of FICE members.

Some have government departments as members or have close relationships with them; for example, the Israeli Ministry of Education provides administrative services to FICE Israel and contributes to its costs; others find it difficult to be heard by their governments. Some, such as FICE Finland, have extensive relationships with other international organisations and FICE members outside their own countries; for others FICE is their only link to professionals working with children and young people outside their own country. Some have their own publishing houses, while others find it difficult to produce a newsletter for their members. But the ways in which they seek to ensure the highest quality care for children and young people in extra-familial care are numerous and varied, including:

- direct work with children, including activities involving children from other countries
- working with parents and families
- working with foster and adoptive parents
- professional development of those working with children and young people in extra-familial care
- working with communities and wider society
- working with other NGOs to improve services for children and young people in extra-familial care
- working with local and central government to introduce and develop new ways of responding to the needs of children and young people
- working with other FICE members or international organisations on projects to improve services for children and young people
- carrying out research
- publishing information, bulletins and books in support of the organisation's objectives.

16.1 The organisation and financing of FICE members

Most FICE members from small countries (for example, Austria, Luxembourg, the Netherlands) have a single, central organisation but some (for example, Estonia) also adopt a regional approach.

Germany has a three tier structure: a General Assembly which meets every three years to elect five delegates each to represent individual members, voluntary organisations and public sector organisations to a Delegates' Assembly which in turn elects the President and the members of the Board who are supported by an administrative office staffed by around five paid staff. Most have a General Assembly supplemented by a Board. The Czech Republic has its General Assembly twice a year. Romania elects the President and a National Committee of thirteen members (three vice presidents, a secretary and the heads of the commissions) every four years. The National Committee meets annually to discuss the activities and approve the programme of measures and the financial plan for the next year. Romania also has its members organised into seventeen branches.

Much of FICE Germany's work is carried on in local and expert groups, which also meet on a voluntary basis and independently determine the content of their own deliberations. About 180 child care professionals work on committees (excluding local groups) on a voluntary basis. In addition, there are nine active local groups: Baden-Württemberg, Bayern, Berlin, Brandenburg, Hessen-Nord, Mecklenburg-Vorpommern, Westfalen-Lippe, Hamburg and Sachsen-Anhalt.

In recent years FICE Finland, which is an umbrella organisation for a wide range of child care related organisations, has had on average 26 employees, of which two thirds are permanent staff members and one third temporary workers. They are normally based at its office in Helsinki but sometimes, to meet the needs of projects, elsewhere in Finland.

Their General Assembly meets twice a year. Every three years it elects a Board which meets on average once a month and appoints a Work Committee annually. Seven Standing Committees along with temporary committees and work groups support the organisation's work. The largest Standing Committee, the Consultative Committee on extra-familial care, has 22 members representing major extra-familial care service providers, interested professionals and training institutions.

Some members (for example, Austria, Netherlands, Serbia, Slovenia and Switzerland) are entirely run by volunteers and rely largely on subscriptions

for their income. Others (for example, Israel, Luxembourg, Slovakia) are run by volunteers but receive financial support from government or other agencies to cover some of their expenses. Members from both these groups (for example, Luxembourg, Netherlands, Switzerland) may get grants to undertake research or other projects separate from any support for their running costs. Yet others (for example, Romania), while essentially voluntary, are able to support paid staff to undertake projects.

A few members (for example, Estonia and Romania) are able to attract charitable donations.

Finland gets its income from the Children's Day's Foundation (around 43%), the Slot Machine Association (RAY) (34%), grants and membership fees.

Germany gets its income primarily from membership subscriptions but also from the sale of publications, conference fees, the proceeds of the 'Lucky spiral' lottery as well as from the federal child and youth care budget.

Hungary gets 80 per cent of its income from grants which means that it is continually having to develop project proposals. The remainder, which has to cover all its running costs, comes from membership fees, donations and income from its professional activities.

Luxembourg gets some income from the sale of its Bulletin while Slovenia gets financial support for its Bulletin.

Austria did however get a windfall in the shape of twenty paintings from a Viennese painter, Rudi Holdhaus, and their FICE Ambassador, Erwin Steinhauer, a very well known Austrian actor, which they were able to auction to raise funds.

16.2 Membership

FICE members vary from those with fewer than 100 members, individual or organisational, (for example, the Netherlands, Scotland, Slovakia, Switzerland) to Germany with around 1,650 members.

Luxembourg's 200 members comprise 160 individuals and 40 institutions while Hungary has 400 individual members, 150 children's homes and 27 foster families in membership.

Organisational members can bring in a lot of individuals. For example, Estonia has 33 local societies in membership which involve approximately 650 individual members. Finland has around 120 organisational members including most of the nationwide NGOs in the field of child welfare and the

largest municipalities. Israel has 65 residential institutions which together employ nearly 2,000 individuals as members. Romania has 180 organisational members employing over 5000 people all together.

16.3 Direct work with children

Direct work with children has continued to be a feature of central and eastern European members of FICE. For many years the Czech Republic, Hungary, Poland and Slovakia have organised an international sporting competition for around 200 children from extra-familial care. This is part of a wider provision of sports competitions at local and regional level for children living in extra-familial care.

The Czech Republic also organises trips and and holidays for children living in extra-familial care and the assistance of special pedagogues to enable children and young people to get more out of education, sports, and cultural activities. These last are supported by singing, dancing and fine arts competitions at regional, national and international levels and by exhibitions of children's work. From time to time these are supplemented by a major international event in which young people from other countries are invited to take part.

Hungary has its own Youth Section and organises an annual young people's ball for 200-300 children, a trip to a Budapest theatre at Christmas and a summer camp on environmental protection.

Hungary and Slovakia both have Children's Parliaments for children and young people in residential care. This meets three or four times a year in Hungary. The Slovakian Children's Parliament took part in eight weekend sessions over a period of three years.

Austria runs a *Kinderrechtebüro* (Children's Rights Office) and Hungary a toll-free 'green' number for the protection of children. Estonia has been running a project *Together we are stronger* to involve children and young people in the activities of its partner organisations in order to ensure that the opinions of children and young people is heard and taken into account.

Bulgaria has been involved in the Business and Care project which has brought businesses into supporting children in need through the provision of a training bakery and training for young people as hairdressers. Similar projects may also be undertaken in Serbia.

Germany promotes exchanges involving young people while the Netherlands and Switzerland, along with other FICE members, were instrumental in set-

ting up the *Dialogue in South East Europe* programme (Section 13.2.2) to work with children and young people who had been caught up in the conflicts in the Balkans.

At home the Netherlands took a strategic decision some years ago to focus on the needs of refugee minors and this is now a major part of its work.

Russia has opened a rehabilitation centre for young drug users and supports young people going on youth camps organised by the Young Lions.

Austria is a partner in VIVACE, a European Union (EU) Project to encourage language learning by children at risk outside school while Luxembourg was involved in the co-organisation of a lecture for children by a famous writer Rafik Schami.

Estonia has also been involved in a School Peace project associated with the EU Daphne programme to create child-friendly school environments in co-operation with students and teachers, young people and grown ups.

16.4 Working with parents and families

Estonia advises parents on certain problems or issues, while Finland undertakes a large amount of development and experimental work. Their largest current project involves parent counselling in separation (2005-2009) with the aim of improving the child's situation and minimising their losses at a parental separation. They hope to develop services and work methods that support parenting, conciliatory approaches and the collaboration of parents as well as increasing cooperation between NGOs and other organisations in service provision and knowledge and understanding of the influence of separation on children.

16.5 Professional development of those working with children

16.5.1 Foster and adoptive parents

Bulgaria runs a programme *Ability to be a parent* for prospective adopters while Hungary has a professional foster parents section. As an umbrella organisation Finland is concerned with all aspects of extra-familial care including the support and development of foster parents.

16.5.2 Child care workers

Most members are involved in one way or another in the professional development of child care workers. The Czech Republic offers courses for child care workers while Germany typically will offer a national conference, around four multi-part professional development programmes, twenty

development seminars, two study trips and six symposia for experts each year; Serbia's training courses are aimed at building a network of professionals in residential child care, while Finland is involved in continuous development in the quality of professional child welfare work, organising major conferences, updating training, seminars, forums and a number of longer term development projects. Slovakia and Switzerland put on seminars and visits for staff, while Scotland arranges meetings on specific topics about child care.

Some of these events are part of formal programmes such as Bulgaria's involvement in the three *Renovation of child care* programmes or the Estonian project *Together we are stronger* aimed at increasing the competencies and cooperation skills of staff. Hungary's seminars, case-study workshops, education courses and conferences are accredited and are part of the obligatory state education system, while Slovenia has been able to obtain accreditation for its national seminar and this has boosted attendance.

Others are individual courses such as Bulgaria's courses on *Interactive* (i.e. drama) *techniques* for working with children and developing small group living in a children's home.

Luxembourg has offered thematic conferences/lectures with discussion panels on different topics, a symposium/colloquium on interdisciplinary work and a conference/lecture cycle on disabilities and equality *Behënnerung a Chanceglückheit* in 2007-2008 and shared the organisation of a symposium *Journée de la petite enfance* on the early childhood convention in 2006 and a summer school on the rights of the children in 2007.

Some prefer to encourage their members to take part in development activities rather than to be providers. Israel encourages staff to take an active part in FICE activities, such as congresses, seminars and the PEP programme (Section 13.1.3) and organises an annual meeting in the form of a one day seminar on a relevant topic.

Finland encourages staff to take part in events such as the National Congress on Child Welfare and the National Congress on extra-familial Care which are organised in alternate years in different parts of the country in conjunction with member municipalities. These congresses attract from 500 to over 700 participants from all over the country.

Slovenia has also made a habit of giving its congresses an international flavour and attracting staff from other countries to take part.

Many members also promote staff development through their publications (Section 16.12).

16.6 Working with the wider community

Reflecting their much wider scope both Estonia and Finland have community orientated services. Estonia has an Information Centre which provides information on child's rights and child related issues and sells publications and handicrafts made by children while Finland tries to activate public discussion about child welfare as well as taking part itself. Finland uses the latest technology to communicate their message and has library and information services to support their work as an advocate for children and for developments in the field by gathering and disseminating information about children, their rights and welfare.

Germany has always had raising the profile of child care in public consciousness as a central aim and among the aims of projects like INTEGRA (a demonstration project for the development of integrated flexible child care) are the building of networks and the creation of local cooperation agreements.

16.7 Working with other NGOs

For members like Estonia, Finland or Germany working with other NGOs is an everyday experience. For example, FICE Finland is a member of End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes (ECPAT International), End Physical Punishment of Children Worldwide (EPOCH), Eurochild AISBL, the International Forum for Child Welfare (IFCW), the International Foster Care Organisation (IFCO), the International Society for the Prevention of Child Abuse and Neglect (ISPAN), the NGO Group for the Convention on the Rights of the Child, *Organisation Mondiale pour l'Education Précolaire* (OMEP), Children at Risk in the Baltic Sea Region, European Network for School-Age Childcare (ENSAC) and the Separated Children in Europe Programme.

Finland has also been active in regional cooperation since the late 1980s, supporting the reform of child welfare in the countries of former Soviet Union, in particular North-Western Russia, and it is involved in projects, mostly at local and regional levels but also at a federal level, within the Russian Federation and in contacts with other CIS countries.

But for other FICE members it can also be a significant part of their work. Both Austria and Switzerland are involved in active cooperation with other NGOs in the area of the Rights of the Child and the *Quality4Children* project (Section 13.2.3). Austria is a member of an Austrian NGO-Network on the

Rights of the Child which is planning and initiating activities to get the Rights of the Child into everyone's mind while Switzerland is a member of the Swiss Children's Rights Network.

For Serbia making partnership applications with other NGOs has been a way of obtaining finance for its projects.

For Romania and Slovenia working with other NGOs is a way of developing their work. For example, Romania has managed to hold eighteen international seminars in Romania attended by specialists from England, Austria, Germany, Denmark, the Netherlands, Finland, Hungary, Slovakia, Switzerland, Bulgaria, Poland, Israel, the USA and Italy among others and they have also participated in joint seminars with FICE members from the Netherlands, Finland, Poland and Israel.

16.8 Influencing public policy

For members large and small influencing public policy is a key part of their work. So relatively small members such as Bulgaria, the Czech Republic, Hungary and Luxembourg actively maintain links with relevant government departments and agencies such as, in Bulgaria, the State Agency for Child Protection, or, in Scotland, the relevant local authorities charged with implementing policy, and seek to influence legislation by making their own proposals or commenting on proposed legislation.

Finland will typically issue a dozen or so policy statements each year and attend a number of public and private meetings to give evidence as well as seeking to influence public policy through the media.

FICE Germany was in the eye of the storm, Frankfurt am Main, during the 'home campaigns' of the late 1960s and has remained active in shaping public policy through contacts with political decision makers, policy documents and position papers, for example, a completely updated version of the guide 'Having rights and exercising them', which all Youth Offices make available, and the position paper 'Children's rights in child care'. Current issues of concern for Germany include the creeping use of repressive approaches to child care and the pressure to relax standards as a response to economic pressures.

For Serbia, a relatively new member of FICE, becoming recognised by government departments and other NGOs as an organisation that supports children and professionals in residential care has been assisted by being able to share the FICE Code of Ethics.

Luxembourg has become particularly involved in trying to influence the direction of a proposed secure unit in their country through visits to other member countries together with civil servants while Slovakia has found that they have most influence when they are able to present a joint front with a partner organisation.

Romania has been involved in lobbying for and commenting on a wide range of proposals, from setting up family type institutions and children's villages through staff training, better care for children, young people and their families and an ethical code for staff in institutions to the arrangements for appointing judges to specialise in cases involving minors, laws concerning the prevention of drug and alcohol abuse, and reduction of violence in schools. It has also established day centres for children from poor districts in which children can study, supervised by the teachers, have meals and receive counselling from specialists in order to prevent absenteeism and absconding which they hope will be implemented more widely.

For Finland and Germany influencing public policy is not just about influencing legislation and decisions on resources at home but also about influencing public awareness and attitudes, drawing on children's views and their rights and the content of education and training and, in an international context, securing the best interest of the child in European legislation, programmes and treaties as well as monitoring the implementation of international treaties, above all the UN Convention on the Rights of the Child.

Switzerland too has not only been able to use briefings to influence various state authorities and cantonal administrations but also to use its expertise in analysis and policy development to assist the Swiss authorities, in particular the Swiss Agency for Cooperation and Development (DEZA).

16.9 Exchanges with other FICE members

For some members, for example, Denmark, Finland, Germany, Hungary, Israel, Luxembourg, the Netherlands, Romania and, until its demise, ANCE France, organising study trips and exchanges and/or conferences to which they invite speakers from other members is an integral part of their membership of FICE and goes on regardless of what is happening elsewhere in FICE. Many members, for example, Bulgaria, the Czech Republic, Finland, France, Germany, Hungary, Israel, Italy, the Netherlands, Poland, Romania, Russia, Serbia, Slovakia, Slovenia and Switzerland, take part in bilateral exchanges.

Over the years Israel has hosted a number of seminars which have been significant for FICE International as well as for FICE members. Some of these have led to exchange visits. They have had a particularly positive influence on Israeli child care workers for whom there was a reliance on innate caring abilities rather than professionalism. Exposure to residential workers in other countries and the positive impressions they gained of the high professional level of care staff in many European countries led to a change in policy in Israel. Another area was the transformation of group homes with a large number of adolescents into family type units. These changes were directly connected with the study visits of Israeli Directors of residential programmes who were highly impressed by models they saw in practice in other FICE countries which they later tried to implement in Israel.

Romania has benefited from a number of joint projects undertaken with Israel, in the course of which more than 150 Romanians have visited Israel. The projects included training courses, seminars and the publication of books, CDs and videos in Israel and Romania.

Roughly every two years Romania has organised exchanges of staff involved in child protection to Finland, the Netherlands, Hungary and Switzerland. To date these have involved over 300 participants.

16.10 Collaboration in projects

The Netherlands has played a major role in the development and support of FICE Bulgaria and these two have collaborated in approving, developing and monitoring a wide range of projects aimed at developing services for young people in Bulgaria including the Business and Care project (Section 16.3).

Both have collaborated along with Switzerland, Hungary, Luxembourg and South East Europe, in the *Dialogue in South East Europe* project (Section 13.2.2) while the Estonian Project *Together we are stronger* aimed at strengthening children's rights in the Baltic States involved establishing an effectively functioning network of NGOs concerned for the advocacy of children's rights in the Baltic states.

The *Quality4Children* project (Section 13.2.3) involves Austria and Switzerland along with Bulgaria and the Netherlands collaborating with the International Foster Care Organisation and *SOS Children's Villages* and other national organisations.

Finland is regularly involved in collaborative projects in Russia while, among many collaborative projects, Germany has been involved in a practice and re-

search project: 'Participation – Quality standards for children and young people in residential child care' in association with the Landshut Polytechnic and *SOS Children's Villages* and, following the admission of ten new members of the EU, mounting with the University of Trier and the Ministry in Rheinland-Pfalz international seminars on European comparisons in residential child care in 2003, 2005 and 2007.

16.11 Research

For the larger members, research is inevitably part of their activities. For example, among the projects recently completed by Finland was one on the quality of extra-familial care, the outcome of which was the development of quality criteria for residential and foster care. Finland is also engaged in research to support its advocacy, lobbying and development work, including public opinion surveys.

Germany has undertaken a number of implementation projects, such as Project INTEGRA: the organisation, development and implementation of flexible child care to those in need in a locality, aimed at testing a model of service delivery in preparation for its wider adoption as well as practice and research projects such as: 'International Child Protection – The significance of the Brussels II a Decision and the Hague Convention on Child Protection for child care'.

Hungary has undertaken research into aftercare, the school achievements of children and the state of family group homes while Slovenia has participated in Socrates-Erasmus and other EU research projects to the extent that they have become competitors in terms of time and resources available to FICE International activities.

Russia completed a major research project involving 2000 young people and 39 meetings with parents to identify the issues surrounding drug use in the country before opening a drug rehabilitation centre.

Romania has since 1991 cooperated with Gerd Schemenau of Schottener Reha (Germany) in a number of research projects and surveys intended, among other things, to inform legislative proposals.

16.12 Publications

Many members publish material relating to their own professional activities; for example, Bulgaria, Czech Republic, Estonia, Finland, Germany, Slovakia and Slovenia all publish a journal or a newsletter, sometimes both, while Hungary publishes *We-Magazine* containing children's work.

Finland publishes a monthly journal *Child's World*, Germany publishes the journal *Forum Erziehungshilfen* (since 2003 in association with Juventa-Verlag of Weinheim), Luxembourg the *arc.bulletin – archiv für sozial aarbecht, bildung an erziehung* and for a number of years Romania, in association with Gerd Schemenau of Schottener Reha, has published a journal *Social protection of children*.

Slovenia had traditionally published a Bulletin twice a year but in 1997 started *Social pedagogy*, a national scientific journal cited in the 'Social Abstracts and Family' database and published quarterly; by the end of the 2006, 40 issues had been published containing more than 280 scientific and professional articles.

Finland publishes textbooks that are used in educational establishments while Romania has published 21 books arising from a variety of professional exchanges and events, more recently publishing English as well as Romanian editions.

Every year Germany publishes on average between three and five books in two series (the 'Yellow Series' and the 'Blue Series') in association with the Regensburg publisher Walhalla-Verlag. A series of 'Basic child care texts' have been published since 2003 in association with Juventa-Verlag of Weinheim; there are also one-off publications on completed projects, conference papers, policy papers, position statements and an annual bibliography of periodicals.

In addition Germany publishes conference proceedings and project reports on the Internet or as CD-ROMs and issues a catalogue of its available publications as an insert in the journal *Forum Erziehungshilfe*.

Switzerland has recently published *Die UNO-Kinderrechtskonvention und ihre Umsetzung in der ausserfamiliären Erziehung – Eine Arbeitshilfe* to assist in the implementation of the UN Convention in extra-familial care.

Several members publish translations of FICE books and publications, for example, the Czech Republic and Hungary, or, like Romania, translations of locally produced conference papers.

16.13 Members' plans for the future

16.13.1 The relatively new

Though Austria has long been a member of FICE, there was a hiatus in the 1990s and the current organisation was only formed recently and is therefore relatively young. For it the priorities are:

- increasing membership
- setting up a project for children at risk
- exploring publications.

Though EUCW (Estonia) has a long history, it is a relatively new member of FICE in a relatively new country. Its priorities until 2010 reflect this: being to

- improve the situation regarding children rights in Estonia by informing people about children's rights and the importance of implementing them and by encourage children's participation in this
- present, publicise and implement the principles of a family-centered approach
- develop the organisation
- develop a more child-friendly society.

Serbia has ambitions for

- an office, paid staff and a community youth care centre
- being able to translate and publish professional literature on good practice
- establishing good links with regional and international members of FICE

■ influencing the transition and changes in Serbia's social care system while Scotland would like to

- create a forum for residential child care workers
- develop links with other FICE members.

Slovakia, a long-standing member of FICE and yet at the same time a new member, is wondering whether the reality of the NGO sector in Slovakia means that it will have to

- make its administration professional, that is, have at least one paid administrative worker
- find a partner organisation with whom to merge
- concentrate more on regional than countrywide activities.

The Czech Republic, like Slovakia a new and a long-standing member of FICE, would like to increase the percentage of children in care and staff taking

part in projects and to identify establishments where both children and care workers might take part in exchange programmes.

16.13.2 *The more mature*

Like the Czech Republic Israel would like to increase the number of direct care workers and programme directors who are exposed to residential programmes in other countries.

Germany's Board has considered its future plans under nine headings:

1. To spell out what residential child care involves today
2. To create and clarify a European picture
3. To strengthen the rights of children and young people (through lobbying)
4. To support integrated and inclusive ideas about youth care (to demonstrate, develop, implement and support them professionally and publicly)
5. To strengthen political responsibility for children and young people and ensure the basic conditions for 'Adolescents in public care'
6. To democratise child care, its institutions and the ways in which those who work in it are able to participate
7. To make ourselves as a Board competent in foster care issues
8. To develop reflective professionals
9. To take a firm grip on gender issues in child care and spell them out.

Luxembourg's plans for the future were embodied in a resolution *L'ANCE à l'avenir* taken at its General Assembly in 2006 in which it set out its ambition to become a national platform for professional debate and exchange of best practice and the dialogue between practitioner and researchers:

- in every domain of social work
- with a special focus on institutional/residential care/education
- through enhancing inter-regional and international exchange and
- through promoting the study and dissemination of evidence based policy and practice and its theory driven evaluation.

Romania would like, among other things, to

- raise awareness about children rights
- prevent school and family rejection
- prevent and tackle drug abuse and addiction
- promote child and adolescent health
- prevent and reduce violence in schools and families
- develop relationships with experts in the training of staff from other FICE members
- develop voluntary work

Switzerland will be focusing on two areas in the next year:

- embedding children's rights in extra-familial care with the aim of making lasting improvements to the life and relationships of children; the project *Quality4Children* is central to this
- international exchanges and cooperation in the committees and projects of FICE International and FICE Europe.

16.14 Special features

In the questionnaire circulated to members in preparation for this book, they were asked whether they had any special features. The following are a selection of the features they identified.

EUCW (Estonia) has a special foundation for outstanding students which was established in association with the Estonian National Culture Foundation in 2002 in order to support students with outstanding achievements in a school subject and/or hobby or sport to facilitate the further development of the child's talent.

This idea arose when the EUCW won the Bridge Builder prize awarded by the Union of Estonian Associations and Finnish-Estonian Chamber of Commerce in 2001. As the prize was accompanied by a monetary award, it was decided to use this as the initial capital of the foundation.

Israel has become the only platform where residential staff members from different types of programmes can meet together, including Jewish and Arab residential workers, from religious establishments and institutions and boarding schools under the responsibility of the Ministry of Education, together with treatment oriented residential programmes under the supervision of the Welfare Ministry. All these workers have a lot in common but

FICE Israel offers them their only opportunity to meet and discuss their common preoccupations and professional dilemmas.

For Luxembourg the founding members, including Robert Soisson, the former FICE President, were pioneers in the development of the social sector in Luxembourg; the publication of the *ANCE-Bulletin* since 1978, and their involvement in FICE Europe and their strong commitment to children rights are significant.

Slovakia picked out the summer camps for children from residential homes and their projects for the wider participation of children in residential homes.

For Switzerland it is their contributions to shaping FICE International and their connection with it through the *Pestalozzi Children's Village Foundation* in Trogen which provided the location for the first conference and the base for its secretariat for nearly 15 years in the 1980s and 1990s.

Since the demise of *ANCE* France, Switzerland is the oldest continuous member of FICE, having joined 57 years ago.

Part III
Reflections

17

Looking back

17.1 Steen Mogens Lauge Lasson, President 1988-1994

I took as the theme of my presidency 'Make FICE visible!' and was supported in this by two General Secretaries, Franz Züsli from 1988 to 1992 and Thomas Mächler from 1992 to 1994.

I was a member of the Federal Council from 1974 as part of the process of founding FICE Denmark which was completed in 1976 when I became FICE Denmark's representative until I was elected President – the first whose mother tongue was not English, French or German (not always easy but quite common for people belonging to small nations). I took over a well functioning organisation with a very competent Secretary General, without knowing how much the world was going to change in the near future.

My first Federal Council as President was held in Paris in 1989 where we also participated in UNESCO's 40 year jubilee celebrations. FICE France had arranged a successful conference focusing on FICE history, where I presented a paper in French on behalf of FICE though my normal working language for FICE business was English. Later, at a splendid reception in the Paris City Hall, it was revealed that Lord Mayor Jacques Chirac had awarded former president Heinrich Tuggener and me *La Grande Médaille d'Argent de la Ville de Paris*. This excellent event concluded with a formal dinner on the Seine, reminding us of the contribution social events can make to furthering our work and to international understanding, something which influenced all my planning for future events.

My second Federal Council in 1989 dealing with 'Children Rights' was held in Budapest shortly after Hungary broke away from the communist bloc. Our visit to the parliament on the very same day as they took down the hammer

and sickle symbol was a memorable moment and we had a profitable discussion on residential childcare with the Minister of Social Welfare.

The Velvet Revolution in 1989 gave FICE the opportunity to play an important role in supporting our former members in Eastern Europe in re-organising their childcare.

My first Congress as President had been planned to take place in Prague 1990 before we knew we would be visiting a newborn democracy. President Václav Havel invited me together with representatives of the Federal Council to a meeting in the Palace, where we were asked about our opinions on childcare in Czechoslovakia – the beginning of contacts between Vice President Mikloscu, civil servants and FICE Czechoslovakia. In spite of warnings from my Czechoslovak colleagues I presented Havel with my traditional gift, a big box of Lego, and the President obviously enjoyed the gift.

That year the General Secretary and I met a group of child care experts from Romania at a seminar in Trogen and first became involved in work to support improvements in Romanian childcare – a challenging and memorable piece of work; our first visits to Romanian children homes revealed shocking conditions for children in care. The following year FICE Denmark was able to participate in a child care exchange with Romania.

In 1991 the General Secretary and I had our first visit to the Soviet Union to support the development of a FICE National Section. We were introduced to Moscow University professors and important civil servants and support for a National Section was won a few days before the dissolution of the Soviet Union.

1991 also marked the successful Expert Seminar in Hadassah-Neurim, Israel, where the declaration on training child care workers was formulated and followed up by a book (Amir and Lane, 1993).

In 1992 the President of the Pestalozzi Foundation, the Director of Save the Children and I met Baroness Faithful at the House of Lords in London to discuss how best to support Romanian childcare, before going on to meet the Prime Minister of Romania, Petru Roman, in Bucharest. He introduced us to the Ministers of Social Affairs and Education who gave their support to FICE Romania.

Later that year the Luxembourg Congress took place under the patronage of the Duchess of Luxembourg. Among the guests were the Danish Ambassador, the Minister for the Family and Nicholas Estgen, Vice President of the Euro-

pean Parliament. At the General Assembly Franz Züslü resigned as Secretary General after having served our organisation in the most excellent way and Thomas Mächler of Switzerland was elected as our new Secretary General. The same year we had a splendid seminar in Espoo, Finland, on children's rights.

In 1993 the Executive Committee was invited by the newly-formed FICE Russia to meet in the newly-established country of Russia. We met with important policymakers in order to support our young National Section, visited childcare institutions and held discussions with staff. We were entertained by visits to the Bolshoi and the Circus.

I ended my term as President in 1994, having been re-elected the maximum permitted two times, at the Congress in Milwaukee, the first FICE Congress in the Americas, where the recently-formed North American National Section sought to address the theme *Family Centred Child and Youth Care* and where my colleagues were kind enough to elect me an Honorary President.

Looking back on my period as President, when ten countries rejoined FICE or became members for the first time and when many important books were published, I would like to thank all those in the Executive Committee, the Federal Council and the National Sections who supported me and in particular my friend, Meir Gottesmann, who did an exceptional job editing two major works, David Lane for his energetic support for the English versions of all FICE publications and our two faithful interpreters, Helga and Christine, who accompanied me throughout, as they did for many other presidents.

I congratulate FICE on sixty years of exceptional work for international childcare as an advocate for children rights in extra-familial placements. I am glad to have been able to serve FICE for so many years and I wish the organisation all the best in its striving for a better world for children.

17.2 Robert Soisson, President 1994-2000

From child care to children's rights: my approach in FICE

At the time of the formal creation of ANCE-Luxembourg in 1978 I had only worked in Luxembourg for three years, after completing my psychology degree in Heidelberg and felt immediate sympathy for these people deeply involved in working with disabled and troubled children and young people.

But after only three years our President, Mr Emile Hemmen, resigned and I was elected to replace him. I undertook this responsibility for more than 30 years. The initial enthusiasm rapidly gave way to routine work, organising

conferences, publishing a bulletin, trying to influence policy-makers etc. The interest of our members was weak, the readiness to work together on projects was not overwhelming, but, as many people told me later, they continued to pay their fees because of the bulletin they received regularly. The bulletin was my responsibility from the very beginning and I managed to publish 107 issues, or 3-4 bulletins a year. Our membership remained constant and I was supposed to continue the work my predecessors had done, especially the contacts with FICE. Together with Mr Hemmen, I attended the Federal Council in Lochem, Netherlands, and got my first insight into the international organisation.

My first FICE congress was Dublin in 1979, the International Year of the Child. It was also the first time I took a plane. I enjoyed it very much, not only because of Guinness and the Irish, whom I learned to appreciate, but also because of all the nice people I met. As I began to participate regularly in Federal Council meetings, at the General Assembly in Luminy, Marseilles, when the Treasurer, Herbert Angst resigned, I was sufficiently well known to be proposed as his successor. I must say that the language facilities of the Luxembourg people – most are fluent in French, German and English – greatly facilitated my task. For a long time, I translated FICE documents from German into French, whereas Helga Stefanov did the translations into English. We were very lucky during all the years I spent in FICE to have Helga Stefanov and Christine Karner as interpreters on our meetings and conferences. I think still today, that we can be proud to have had all our documents, important or useless, and all our more or less important, sometimes funny, sometimes pathetic, sometimes mean and even sometimes offending speeches translated into three languages. I often wondered what Helga and Christine thought about us in the quietness of their cabins, but they always kept cool and polite.

There was not much to do as a treasurer; our income and our expenses were very modest and unfortunately, the year after I became Treasurer, UNESCO stopped the grant that had been given regularly to FICE because the USA and the UK had withdrawn from the international organisation. So in the following years, I spent what was left in our savings account and tried to make sure that FICE was self-supporting. I proposed a model for calculating the annual fees which took into consideration among other things the size of the country and the size of the organisation. The model was viable although we regularly had painful discussions about the amount of money that National Sections had to pay. Well, FICE survived, although there were moments when we had no more money at all.

I was always against the concept of 'National Sections.' To fulfil that criterion, the sections were supposed in my eyes to be umbrella organisations rather than one organisation among others working in the area of residential care or special education. Only very few FICE members, for instance, the *Central Union for Child Welfare* in Finland, fulfilled this criterion. Some came close to it but most members were rather small and often unable to pay their fees. Later, my experience in other organisations like the European Forum for Child Welfare (EFCW) made me propose that we admit more members per country but this was a taboo subject in FICE and I met strong objections.

I also made many applications to international foundations to get funding but it appeared that as long as FICE was not running projects with children – especially in the third world – no funding was possible. So I worked towards finding suitable projects, *Educateurs sans frontières* for example, for FICE, taking into consideration the size of the network (some sections had a strong membership) and the specific knowledge of the organisation in extra-familial care. I also found out that there was money available through European programmes and I tried hard to access these programmes. At one point, it was necessary to create a European branch of FICE in order to deal properly with the authorities in Brussels. At that time, it was difficult to be well seen in Brussels with a membership beyond the countries of the European Union (EU). The 1993 meetings in Ljubljana/Nova Gorizia were a significant example: in order to get the funding (through CERFFICE, our first attempt to create a European structure), we had to organise at least a part of the meeting on European soil, i.e. in Italy. I organised many meetings in Luxembourg and all were supported by the EU. We were very lucky to have a comfortable conference centre at our disposal and free translation. Even the coffee served during the breaks was sponsored by the Luxembourg EU-Representation in the Jean Monnet building. Through FICE Europe we had access to the Youth programme in particular and this allowed us to invite speakers and also participants from less rich countries.

During my first years as Treasurer, I had a very good relationship with President Heinrich Tuggener and the General Secretary, Franz Züsli. I liked our Executive Committee meetings in Zurich, where I enjoyed their hospitality. The meetings were short, efficient and did not cost a lot of money. I also enjoyed going to countries behind the Iron Curtain and seeing what life was like over there. Although I sometimes missed the comfortable lifestyle of Luxembourg and Switzerland, I got to know many very charming and competent people and we had many good moments over there before the iron curtain came down.

After ten years as Treasurer, I was elected President at the 1994 Milwaukee General Assembly. FICE had enlarged its membership and my aim was to create regional platforms in the Americas, Africa and Asia. Together with Thomas Mächler, who had replaced Franz Züsli at the 1992 Luxembourg General Assembly, I followed up every sign of interest that was shown by other continents. My model was the International Federation for Child Welfare (IFCW), where I was also a board member for some years. Although IFCW had its weaknesses, it had managed to create platforms on every continent. The membership consisted of single organisations that elected their national representatives as delegates for the platforms. In EFCW for instance, there were about ten very important organisations as members in the UK (Barnardos, NSPCC, Children in Wales, Children in Scotland and so on). These organisations had an annual meeting where they elected two delegates to the EFCW board. But in FICE some sections did not want to broaden the membership at all. I finally succeeded in getting my ideas accepted but my presidency reached its end and I had no time to take them further.

I also had problems with my ideas about the content of FICE policies. At a EFCW meeting in 1991 in Athens, I got to know Mr Julian Van Acker, a Dutch psychologist, who related his experience in closing down institutions for young offenders and establishing instead a system of family support for the parents of these young people. I found his project so interesting that I invited him to the 1992 Luxembourg Congress. After the Congress I was severely criticised by some members who wanted to know how I dared to invite a person who publicly defended the closing down of institutions. But slowly the mentalities shifted and when IGfH, FICE Germany, changed its name from *Internationale Gesellschaft für Heimerziehung* to *Internationale Gesellschaft für erzieherische Hilfen* ('International Association for Residential Child Care' to 'International Association for Child Care') a decisive step was taken because IGfH was and is one of the biggest and most influential of FICE members.

In the years of my presidency, I had an excellent relationship with Thomas Mächler, the General Secretary, and Richard Joubert, the Treasurer. Again, we had many low cost EC meetings in the private homes of Thomas, Richard or myself. Occasionally we took the opportunity to attend meetings of FICE members or we were invited to have our meeting in one of the member countries.

Throughout my time in FICE I appreciated the fact that we always visited institutions for children wherever we met. So I gained insights into countless

children's homes and could make comparisons. I saw many poorly equipped homes with excellent staff and I learned that nice furniture is not of paramount importance, especially for children from a very poor background. I learned also that poverty is the main cause of child abuse and neglect and that it is important for international NGOs to address the issues of poverty and social policy. Slowly, I got to know the importance of children's rights, especially in residential care. At the 1988 St Gallen Congress and the September 1989 Federal Council in Budapest FICE urged the speedy ratification of the Convention and I made a detailed comment on the draft that only contained 31 articles at the time. In the following years, especially in my activities in EFCW, children's rights became a permanent preoccupation whereas in FICE I always felt some resistance to discussions about children's rights in institutions. Only the 1992 expert seminar in Espoo, Finland, discussed the matter and we published a special issue of the FICE Bulletin.

The fact that more and more Federal Council meetings were combined with a day seminar discussing matters of interest for FICE and open to the public was also a positive evolution, due mainly to the persistence of David Lane, who always provided us with themes and helped to manage the organisation together with the members involved.

After my presidency, I had serious health problems that made it impossible for me to attend FICE meetings regularly but I think that former presidents should leave things to their successors and not disturb their work.

In 1996 I created the National Coalition for Children's Rights in Luxembourg. We planned and organised meetings, congresses and also public events on the International Day of the Child in September. I was asked to represent the coalition in the National Regulation Authority for the media, where I spend my time asking for more media literacy for our children. Of course the CNP (*Conseil National des Programmes*) is a member of EPRA, the European Platform of Regulation Authorities, and as a Vice-President, I sometimes represent Luxembourg in international meetings. Last but not least, I was appointed Vice-President of the ORK, the Luxembourg *Ombudscommittee* for the Rights of the Child, where I am deeply involved in its activities. Of course again, ORK is a member of ENOC, the European Network of Ombudsmen for Children, with many meetings all over Europe. Here I ended up as Treasurer; so you may see that I strongly believe that history repeats itself.

18

Looking back and looking forward

18.1 Residential care

Even before the founding of FICE, reservations about the appropriateness of residential care for war-handicapped children were being expressed by Dr Simone Marcus (1947) in the report to UNESCO. The delegates to the Trogen Conference were by no means agreed that this was the right way to go (Brosse, 1950a) and, as Nigel Cantwell points out in Chapter 2, this debate has not gone away.

At the outset many of the reservations came from England where Parliament had just passed the Children Act 1948 relating to extra-familial care in England and Wales; so it is instructive to look at what has happened in England and Wales. Fostering had been the preferred approach throughout UK history except for a brief period in the second half of the 19th century when, partly as a result of hearing about the *Rauhe Haus* (Wichern, 1964) and *La Colonie Agricole* at Mettray (Heywood, 1978), Mary Carpenter (1853) had promoted residential care as a more effective way of addressing children's needs. This ended during the 1880s depression when fostering once more became the preferred placement for children both on cost grounds and because opponents of eugenics believed that showing that children from 'bad' families could be brought up successfully in 'good' families would disprove the theories of eugenics. In pursuit of this idea, many thousands of children were sent to the colonies, and later to Commonwealth countries, to be fostered, a practice which only ended in 1966 (Heywood, 1978).

So, far from being a change in direction, the Children Act 1948 merely restated long-standing practice in the UK. In 1969 the Children and Young Persons' Act gave local authorities responsibility for nearly all services for children in need;

yet research ten years later revealed that this had resulted in no change in the percentage of children and young people in residential care (Department of Health and Social Security, 1981). In other areas there was pressure for increased provision of residential care—in the 1950s and 1960s from the parents of children with disabilities, in the 1970s and 1980s from the parents of children with autistic-spectrum disorders and in the 1980s and 1990s from the parents of children with terminal illnesses. In the 1990s frustration at the failure of local authorities to deal with young people who were committing offences led to a trebling in the number of young people held in closed institutions.

Today there are many thousands fewer children and young people in residential care in England and Wales than there were forty years ago but that has nothing to do with any of the policies pursued by the government. NGOs or professionals in the past sixty years. It is a consequence of a drop in the birth-rate fuelled partly by the decisions of increasing numbers of young women not to have children. In practice the percentage of women in the population choosing to have children has reverted to its historical levels after an abnormally high percentage of women, relative to historical trends, chose to start families in the 1950s and 1960s. So although the number of children and young people in residential care has declined, the percentage of the child population in residential care is similar to that of sixty years ago and, with minor fluctuations, has been consistent throughout the years.

This situation has been misunderstood, partly because people have focused on numbers rather than percentages and partly because of substitution effects (Trede, 2008) such as the increasing use in the 1980s of special boarding schools for children who would previously have been cared for in children's homes or the increasing use of closed provision in the 1990s.

18.2 Family support

In practice the use of residential care seems to reflect two factors: the availability of family support, which is often reduced in times of population movement, and the need to deal with specific experiences. Residential care in Europe has always been associated with urbanisation and was at its peak in England during the second half of the 19th century when there was a mass movement of people from the country to the city. Provision also increased during the Second World War (Committee of Enquiry, 1946) when many parents were either absent or preoccupied with war duties and demand for it since has come largely from parents of children with disabilities, with behavioural difficulties or with terminal illnesses.

This point was not well understood at the outset within FICE; initially, the founding members saw themselves as caring for war-orphans and then for children whose parents were 'inadequate', a term which remained in the statutes until 1971. By this time FICE was becoming increasingly concerned with the needs of children with disabilities whose parents were not 'inadequate' and the much greater willingness of some Eastern European countries to encourage the continued involvement of parents in the care of their children may also have influenced a rethink.

Much has been made of the situation of children in Romanian residential establishments, ignoring the facts that abortion had been outlawed in 1966 and that parents in the West had been demanding residential care for their children who had disabilities. Rather than seeing the situation as a result of a policy of institutionalisation, it is much better to see it as a result of the absence of policies for family support, whether for the parents of illegitimate or unwanted children or for the parents of children with disabilities. The increased use of closed institutions for juvenile offenders in England and Wales in the 1990s also followed a reduction in family support in the 1980s.

In the 1970s research in the US demonstrated that, in both residential care (Taylor and Alport, 1973) and in foster care (Fanshel and Shinn, 1978), family involvement was associated with successful outcomes of extra-familial care, while Berridge (1985) reported that children preferred residential care because they were less likely to encounter criticism, explicit or implicit, of their own parents. Interestingly, Brosse (1950b) had identified the same factor 35 years earlier in her study for UNESCO.

In other words, family support has to be two way: offering it can reduce the need for extra-familial care but, once children are in extra-familial care, they and their families need support to maintain family contact to improve the chances of a successful outcome to extra-familial care.

18.3 Self-government

Self-government for children and young people was not a new idea in 1948; both Father Flanagan in the US and Anton Makarenko (1984) in the USSR had adopted it in circumstances not dissimilar to those of some of FICE's founders, being overwhelmed by the number of children they were caring for and responding to the needs of war-handicapped children. We know that neither Don Antonio Rivolta in Italy nor the Juliens in France set out to develop self-government. In the Juliens' case, they had made tentative experiments with it during the War but they did not implement full-blown self-government until

1946 when they were left with those children who had not been reunited with their families at the end of the War.

That it worked was known to Marcus (1947) and the Trogen Conference devoted time to exploring the issues (Brosse, 1950a) in terms which are not far removed from the ones Eugène Verhellen (1998) was to use fifty years later.

But the words 'active participation' inserted in the Trogen Statutes caused endless problems within FICE as Robert Préaut and Ernesto Codignola slugged it out with Don Antonia Rivolta and the Juliens and, though Louis François declared at the Charleroi General Assembly that the Moulin-Vieux experiment was proof of the value of the active participation of children (General Assembly, 1949c), a year later he was to chair the session during which references to 'active participation' were removed from the Statutes.

When the subject returned again, it was in the shape of discussions among Eastern European countries on how to promote 'democracy' and collective responsibility within children's homes (Section 9.3.1), and at the 1975 Amsterdam Congress when it was presented as a 'New development.'

Today the language is 'participation' and it is interesting that Wolff (2008) reports that, for young people, it is not about forms but about relationships, echoing comments by Brosse (1950a) that there are many ways of implementing self-government but each will only work if people are committed to the spirit of the approach.

18.4 Rights

Because whenever FICE has approached the topic of the relationships children should have, it has done so through the prisms of 'self-government,' 'democracy' and 'participation,' it has never played a significant role internationally in the 'children's rights' movement, although individual FICE members have done so in their own countries and it issued statements at the end of the 1988 St Gallen Congress and in 1989 supporting the implementation of the UN Convention (Fédération Internationale des Communautés Éducatives, 1989). But at the Trogen Conference it called on UNESCO to call for the inclusion in international law of 'measures to outlaw crimes of aggression against the welfare and happiness of children' (Brosse, 1950a, p65); during the Algerian conflict in the 1950s it offered assistance to those caring for children of the North African countries affected by it and in the 1990s it responded in a variety of ways to the conflicts in the Balkans, including mounting a conference at Gorizia in 1993 to discuss the ways in which the

conflict was affecting children and setting up the project *Dialogue in South East Europe* (Section 13.2.2).

However, the history of FICE also offers another way of looking at the rights of war-handicapped children. Every single person who had looked at the needs of war-handicapped children in the 1940s agreed that children were able to survive the physical terrors and privations of war but that they were damaged by the lack of stability in their relationships with adults.

18.5 Stability and permanency

Right at the outset Peggy Volkov (1948) expressed concern that children in foster care in Great Britain were to have multiple placements, and just over forty years later Wiener and Wiener (1990) published their research showing that, regardless of placement, stability was a key factor in successful outcomes. More recently the government in England has admitted that the policy of multiple placements that had been pursued since 1948 in an effort to avoid using residential care at all or to do so for the shortest possible periods has led to extremely poor outcomes for children in extra-familial care (Department for Education and Skills, 2006). By comparison, as Wolins (1974) showed, outcomes in many central and eastern Europe countries have been much more favourable perhaps because of the care taken to maintain family contacts and to avoid changes of placement wherever possible (Földesi, 1970). Though the concept of 'permanence' was developed in the West (Thoburn *et al.*, 1986), this was too often taken to mean getting children out of institutions into adoption and little attention was paid to who were the stable adults in the child's life or to family involvement.

Brosse (1950a, b) was clear that stable adults could be provided by schools as well as by foster or residential care, not least because so many war-handicapped children were desperate to make up for the education they had lost. Don Antonio Rivolta (1948) initially began by running a soup kitchen for war orphans, only later opening the *Villaggio del Fanciullo* for those who needed somewhere permanent to stay. The Juliens had been working with the Spanish refugee children for six years before they took on their care and acquired more than a hundred other children to care for. The young people who set up the *Children's Republic* at Moulin-Vieux in 1946 did so after several years' experience of a stable relationship with the Juliens.

Much of the recently published Guiding Principles (International Committee of the Red Cross (ICRC) *et al.*, 2004) restates principles which had been enunciated in UNESCO's earliest projects and by FICE's Management Committee (Comité de direction, 1950c).

18.6 Staffing

Staffing is important in two areas – whether it provides the stable adults which children and young people need and whether the staff are able to make appropriate relationships with children and young people. Perhaps because most of the founding members understood the importance of stable relationships, they tended to focus on the latter. Guy Ryser (1948) had shared with them some of the unrealistic expectations of early recruits to the course for ‘monitors’ at Geneva but many knew the difficulties involved in trying to get untrained and inexperienced staff to understand the children’s needs. At the Trogen Conference, even those with very different views on matters like self-government were united in saying that this work could not be done by people without training. The following year the President, Robert Préaut, took the first step to addressing the problem by mounting the training course at Longueuil-Annel (Section 7.2).

But Germaine Le Hénaff (1950) set out some of the problems at the Lyons Study Days: many of those being recruited lacked the qualifications to enter another profession, something rediscovered in England thirty years later (Millham *et al.*, 1980), and those who had qualifications often lacked the teamwork skills essential for residential child care. But a much more serious problem was alluded to by Brosse (1950b) and raised by Barbara Tizard (1976): children and young people need stability but very often the staff who care for them directly are the ones who move on most quickly. The Hungarians had addressed this in 1970 by offering staff fifteen year contracts and the Swiss were to take a similar approach in the 1980s, though over a shorter timescale, with a project to provide professional foster care for people with disabilities who were being rehabilitated to the community (Verein Heilpädagogischer Grossfamilien, 1991).

Jim Anglin (1993) suggested that the key lay in the way that staff were supervised in their first two years after appointment and the opportunities that were offered for them to develop their leadership, research or training skills in their workplace; without the initial support through supervision, they would become bored and leave. In this he was returning to concerns of the founding members – how to ensure that damaged children and young people do receive care from stable adults. Whether they get it in their own homes, in foster or adoptive homes or in residential care is largely irrelevant; that they get it is essential.

18.7 Weighing things up

The horror at what people had done to each other in the Second World War had convinced the founding members that they had to find a better way of bringing up children than the one that had resulted in so much mutual destruction. For both those who had been brought up under the influence of the *New Education Fellowship* and those, like the Juliens, who were coming at the question from a different point of view, the answer was a new form of education which they thought would combine collective living with family life.

They were right in recognising that children need both individual and collective relationships but they were wrong in suggesting that there might only be one way in which to combine them. We now know that children do best in life if they have secure relationships with their carers, normally their parents, and if their parents facilitate their entry into peer groups where they learn the social skills which are going to enable them to function satisfactorily in society (Ladd, 2005).

A family life, whether in the child’s own family, an adoptive or foster family or in a residential establishment, must provide a child with their first secure attachment; once that has passed the test of time, the child will have the ability to make further positive relationships. That may happen later in a child’s life (Tizard, 1977) but, if it never happens, the child will always be vulnerable to victimisation and exclusion with all the psychological and behavioural difficulties that follow on from these experiences (Ladd, 2005).

Children with secure relationships with a caring adult start with an advantage in making relationships with their peers which can be further enhanced if the adults take an active role in introducing them to other members of their peer group. While children can create good peer relationships in the absence of adults (Freud and Dann, 1951), they tend to acquire greater competence in peer group skills when they have adult facilitation (Ladd, 2005), a point amply illustrated in the cases of the Juliens and Ernest Jouhy’s management of the Sanem camp (Section 4.2).

It is not without reason that the Preamble to the UN Convention on the Rights of the Child sets out its underlying assumption that a child has a right to ‘grow up in a family environment, in an atmosphere of happiness, love and understanding’ in order that the child:

should be fully prepared to live an individual life in society, and brought up in the spirit of the ideals proclaimed in the Charter of the United Nations, and in particular in the spirit of peace, dignity, tolerance, freedom, equality and solidarity...

and that the Convention lays on States parties the duty to support the child's family in carrying out this task, words which echo the spirit of the Lyons Statutes passed nearly 40 years earlier:

Ces organisations assurent aux enfants une vie de famille, – les font participer de façon active à la vie de la communauté – développant ainsi leur personnalité et leur sens des responsabilités civiques et forment des citoyens libres, dans un esprit de compréhension internationale (General Assembly, 1950c).

The founding members were wrong, as a lot of people still are today, in seeing family and residential care as exclusive. As both Taylor and Alport (1973) and Fanshel and Shinn (1978) pointed out, successful outcomes of both residential and foster care are associated with family contact, an idea that Davis (1981) elaborated in relation to residential care but which can equally be applied to all forms of extra-familial care. She argued that care can be supplemental, alternative or substitute but that none of these necessarily entail the child losing contact with their parents.

Supplemental care, providing short periods of care away from the parents to relieve the parents of the burden of parenting, is most commonly associated with supporting parents of a child with disabilities but has been used in other contexts, perhaps most notably in the Feeding Industrial Schools developed by Sheriff Watson of Aberdeen in the early 19th century in which troubled children lived with their parents but were educated and fed at a training school during the day (Seed, 1973).

Alternative care, providing short periods of extra-familial care, whether to give parents – natural, foster or adoptive – a break, provide an opportunity for parents to address their problems without the burden of caring for their children, provide some sort of intervention that involves both parents and children, or provide some sort of intervention with the child, is a common use of extra-familial care, particularly by those who approach extra-familial care from a therapeutic perspective. Since the assumption in offering short periods of extra-familial care is that the child will return to their carers, not engaging them in the aims and processes of providing alternative care is likely to be counter-productive.

Substitute care, providing extended or possibly permanent extra-familial care, has historically been the most common form of care, whether provided through foster, residential or more recently adoptive care. But there are very few circumstances in which it is necessary to exclude parents from contact with children, though there are circumstances in which parents may choose not to remain in contact with their children (Trinder *et al.*, 2004), or in which

children may decide to cease contact; otherwise it is more likely to be successful if it is stable (Wiener and Wiener, 1990) and parents retain contact (Taylor and Alport, 1973; Fanshel and Shinn, 1978).

19

Looking forward

FICE has moved from being an organisation of children's communities through being an organisation of National Sections to becoming an organisation of NGOs and has struggled to find the most effective forms of relationships to match its new organisation. In practice NGOs often make their own relationships both within FICE and with organisations outside FICE in order to pursue their objectives, not least because the range of NGOs in membership with FICE is so wide and few NGOs will find an exact match to themselves in other countries.

Like all organisations FICE has to answer three questions: why? what? and how?

19.1 Why have FICE?

Right at the outset FICE was set up to deal with a minority, war-handicapped children, and today FICE is concerned with a minority of children, those in extra-familial care, who in most countries account for between one and two percent of the child population and whose needs for stable relationships are no different from those of war-handicapped children. But the 1994 Milwaukee Statutes (General Assembly, 1994b) opened membership to international and national NGO members, turning FICE into an international umbrella organisation within which FICE members may have both narrower and wider remits than FICE International.

FICE's 'unique selling proposition' is that it concerns itself with children and young people in extra-familial care; it does not matter that individual members have broader and narrow remits that this; what attracts them to FICE is the opportunity to exchange ideas and experiences relating to extra-familial care, which may have wider applications than just extra-familial care

but which can be addressed specifically in relation to extra-familial care within FICE.

Individual members with wider remit may use FICE to develop contacts in areas of childcare outside extra-familial care while those with narrower remit benefit from learning about the ideas and experiences of those with wider remit but that does not mean that FICE International should widen its remit or activities. FICE lost its focus in the 1990s partly because it was struggling to come to terms with its wider remit of extra-familial care and partly because it became swept up in the children's rights movement, forgetting that, while important, rights are just one aspect of *éducation* and that what the founding members were seeking were new ways of bringing up children to become citizens of the world.

Children do not just need a family; they need secure relationships within that 'family.' They do not just need freedom of association; they need support to make peer group relationships and develop peer group skills because those who do not will be vulnerable to victimisation and exclusion, often precursors to poor school attainments, behavioural and psychiatric difficulties (Ladd, 2005). They do not just need a right to education; they need *éducation* so that they can 'develop their sense of identity and their sense of social responsibility and become full citizens with a spirit of international understanding' (General Assembly, 1950c, *My translation*).

The fact that children and young people in extra-familial care are still being brought up, even in so-called 'advanced' economies, within systems based on threats and punishment which FICE voted should be abolished in 1949 (General Assembly, 1949b) highlights the work still to be done.

19.2 What should FICE do?

FICE International has three key tasks:

- setting the direction of extra-familial care
- maintaining relationships with international organisations
- maintaining relationships among members

The regular expert seminars have given FICE a framework for discussing the directions in which extra-familial care should go which can be supplemented in a range of ways. The 1995 Rules of Procedure required members to submit an annual return (Conseil Fédéral, 1995a, 1.7), a practice which fell into abeyance in the 21st century. Apart from enabling FICE to fulfil its obligations to report its activities to international organisations, these reports could be

published in a year book as the Standing Committee on child care and other matters did in the 1970s (Commission spécialisée Educateurs et Personnel, 1974). This would enable FICE members to become aware of who was doing what within FICE and identify possible partners for exchanges and projects. FICE already has a Code of Ethics which sets out the principles its members are expected to abide by and a mechanism for excluding members; currently disputes are normally settled by discussion in the Federal Council or by establishing a working party as happened in the case of PEP (Section 13.1.3).

In other words FICE already has the ingredients for success – possibly one reason why it has survived.

The major distraction for FICE International has been that, rather than focusing on these areas, it has tried to establish its own projects as a way of raising money. This reflects two misunderstandings:

1. money for projects cannot be used to cover FICE International's running costs and
2. what it is practical for FICE International and for its members to do.

The latter goes back to the 1949 Charleroi General Assembly which decided to conduct some research by circulating national representatives (General Assembly, 1949b). However, most FICE members are run by volunteers who simply do not have the time to respond to questionnaires from FICE International; equally, members often think that FICE International has the resources to carry through projects which are too big for them and they refer them up to FICE International for action.

The misunderstanding has been fuelled in the past fifteen years by numerous questionnaires from FICE International suggesting that it intends to do something in a particular area, almost all of which have come to nothing. FICE International has a role as a broker, putting members in touch with each other and with international sources of finance for projects but with very few exceptions, for example, the Code of Ethics (Section 13.2.1), projects, including research, are members' work.

19.3 How should FICE do it?

In becoming a development organisation, FICE has given a lot to a number of members but it has lost the advantage of the congresses of thirty years ago when members sought to debate and set the direction for residential care as the Netherlands did in 1975 (Section 9.3.4) and the UK in 1976 (Section 9.3.5). Congresses are no longer appropriate for such debates but FICE needs to

build on its expert and day seminars to find ways of debating the direction for extra-familial care.

Vice Presidents need to resume the role they had in the 1973 Standing Orders (Conseil Fédéral, 1973) as deputies for the President in international contacts, a role most obviously exercised by Martti Kemppainen and Daniel Vidaud in recent years; indeed, rather than establishing platforms in each continent, FICE might give Vice Presidents responsibilities for maintaining contact with international and national NGOs in particular areas.

Simply resuming and publishing the annual reports from members would be a step in the right direction but undertaking some analysis of them and perhaps making them available in a searchable form on the Internet would enable those inside and outside FICE to identify members who had interests or had undertaken activities or research in a particular aspect of extra-familial care.

Apart from projects by individual members, the most successful FICE activities of the past fifteen years – the co-operation in the Baltic and CIS states, the co-operation between the Czech Republic, Hungary, Poland and Slovakia in the international sports competitions, the *Dialogue in South East Europe* and the co-operation between Israel and Romania – have been driven by members. In spite of the huge effort put into PEP, fewer people have benefited from it in its ten year existence than benefited in a single year of *Dialogue in South East Europe*.

To further its role as a development organisation FICE International needs to draw on the experiences of members both in undertaking development projects and in obtaining funding for them and turn that expertise to good use. This should be done not by setting up new structures but by identifying the people and the information which are available, and using that in contacts internationally and among members to support the development of extra-familial care of children and young people.

FICE has slightly more resources than it did in 1950 but its achievements have largely come about because it has inspired people to dig deep into their personal resources to support children and young people in extra-familial care and their families. In a world where the movement of people is unlikely to decrease and therefore the need for extra-familial care is likely to increase, the need for FICE is even more pressing than it was sixty years ago.

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- Comité de direction (1949b) Procès-verbal provisoire de la Première Séance tenue à la Maison de l'Unesco, 19 avenue Kléber, Paris 16e, le lundi 20 juin 1949 à 10 heures UNESCO/FICE/CD4/SR 1-2-3-4 Quatrième session
- Comité de direction (1949c) Procès-verbal provisoire de la Première Séance tenue à la Maison de l'Unesco, Paris, le jeudi 20 janvier 1949 à 9h30 UNESCO/FICE/CD3/SR 1-2-3-4 Troisième session
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A The Honorary Officers of FICE

A.1 Presidents

- Robert Préaut (1948-1950), France
- Peggy Volkov (1950), United Kingdom
- René de Cooman (1950-1970), Belgium
- Louis François (1970-1975), France
- Raoul Weitzburger (1975-1982), Belgium
- Professor Heinrich Tuggener (1982-1988), Switzerland
- Dr Steen Mogens Laugesen (1988-1994), Denmark
- Robert Soisson (1994-2000), Luxembourg
- Theo Binnendijk (2000-2006), Netherlands
- Monika Niederle (2006-present), Austria
- Note: since the Budapest Statutes (1970) Presidents have been elected for two years: since the Königstein Statutes (1971) they can be elected for two further terms.

A.2 Secretaries General

- Marie Meierhofer (1948-1949), Switzerland
- Elisabeth Rotten (1949-1950), Switzerland
- Hans Hoxter (1950), United Kingdom
- Jean Roger (1950-1951), France
- Fernand Cortez (1951-1966), France
- Josef Docekal (1967-1973), Austria
- Othmar Roden (1973-1984), Austria
- Franz Züsli, (1984-1992), Switzerland
- Thomas Mächler, (1992-1998), Switzerland
- Gianluca Barbanotti, (1998-2000), Italy
- Christoph Tanner (2000-2001), Switzerland.
- Vacancy 2001-Present

Note: Secretaries General in FICE are elected, but they have historically been funded by sponsoring organisations such as the Pestalozzi Foundation of Switzerland, whose Chief Executives have therefore combined their work role with that of Secretary General to FICE.

A.3 Treasurers

Elisabeth Rotten (1948-1949), Switzerland
 Walter Robert Corti (1949-1950), Switzerland
 René de Cooman (1950-1951?), Belgium
 Edouard Barbel (1951-1967), Luxembourg
 Hermann Widmer (1968-1975), Switzerland
 Herbert Angst (1975-1984), Switzerland

In the late seventies Eva Begánova, Czechoslovakia, was co-opted to the Executive Committee as assistant treasurer to speak for the Socialist countries on financial questions.

Robert Soisson, (1984-1994) Luxembourg
 François Richard Joubert (1994-2002), France
 Roif Widmer (2002 – present), Switzerland

A.4 Honorary Titles

A.4.1 Honorary Presidents

René de Cooman: Belgium
 Louis François: France
 Raoul Weizburger: Belgium
 Professor Heinrich Tuggener: Switzerland
 Dr Steen Mogens Laue Lassen: Denmark
 Robert Soisson: Luxembourg
 Theo Binnendijk: Netherlands

A.4.2 Honorary Members

Hermann Widmer: Switzerland
 Herbert Angst: Switzerland
 Professor Othmar Roden: Austria
 Gerhard Haag: Germany
 Camille Hermann: France
 Meir Gottesmann: Israel
 Franz Züsli-Zacher: Switzerland
 Thomas Mächler: Switzerland
 Daniel Vidaud: France
 Gianluca Barbanotti: Italy
 Richard Joubert: France

B FICE Publications

The first three sections follow the classification given by Arthur Bill (1968) and an anonymous list from a slightly later date. The fourth covers earlier publications associated with FICE but not included elsewhere, the fifth covers the publications of FICE Verlag and the sixth more recent publications. Where publication data is available, it has been included.

B.1 Etudes pédagogiques

- 1955 Volkov, Peggy *La Cité de l'enfance à Marcinelle* (France) Introduction par R. de Cooman et Préface de Georges Bourguet (French)
- 1956 Cortez, Fernand *L'Institut Médico-Pédagogique de la Mayotte* (à Montlignon, France). Introduction par M. le Dr W D Wall Paris (French)
- 1957 Super, Arthur Saul *Alonei Yitzhak – A Youth Village in Israel* Jerusalem (English)
 Bourguet, Georges *La Fédération des Rayons de Soleil de France; Foyers Familiaux*
 Préface de Louis François (French)
 Hotyat, Fernand *Le Home Espérance pour Enfants Débiles* (Coc-sur-Mer, Belgique). Belgium (French)
 Super, Arthur Saul *Alonei Yitzhak – un Village d'Enfants en Israel* Introduction par Moshe Kol Montlignon (French)
- 1958 Bentwich, Norman de *Mattos Ben-Shemen – a Children's Village in Israel* Etudes pédagogiques no 7 Jerusalem: Jerusalem Post Press (English)
- 1959 Rendel, Leila M *The Caldecott Community: a survey of forty-eight Years* Ashford: Caldecott Community (English)
- 1961 Hicklin, Margot *Pestalozzi Children's Village Trogen – an Experiment in International Living* (English)
- 1962 Schegelmilch, Wolfgang *Das Landerziehungsheim Odenwaldschule* Etudes pédagogiques no 10 Charleroi: Fédération Internationale des Communautés d'Enfants (German)
 Hanegbi, Yehuda *The Eleanor Roosevelt Youth Centre in Beersheba* (English)
 Jouini, Hassouna Ben Metier, *Premier Village d'Enfants Tunesien* (French and Arabic)
 Lacapère, Simone *L'Ecole de Plein Air de Suresnes* Etudes pédagogiques (French)
 Birzele, Karl *Aktive Kinder. Theorie und Praxis eines Erziehungsversuches im Kinderdorf* Etudes pédagogiques no 14 Wien: München: Verlag für Jugend und Volk; Wien: Verlag Jungbrunnen (German with English and French summaries)
 Reynaud, Jacques *Le Centre Départemental du Valentin, à Bour-Les-Valence. Une communauté d'enfants cas sociaux* (French)

B.2 Documents

- 1957 Kol, Moshe *Youth Aliyah – Past, Present and Future* Introduction by Mrs Franklin D. Roosevelt Documents no 1 (English)
- 1959 Bourguet, Georges *Dix Ans d'Action au Service de l'Enfance* Bourguet, Georges (French)
- François, Claude *Les Rencontres Internationales d'Éducateurs de la FICE – Problèmes pédagogiques* (French)
- L'Acceptation de soi-même par l'Enfant Handicapé* Sixième Rencontre Internationale d'éducateurs (French)
- 1960 Kahanoff, Jacqueline *Ramat-Hadassah-Szold – Youth Aliyah Screening and Classification Centre Documents* no 5 Jerusalem: Publishing Department of the Jewish Agency Goldberg's Press (English)
- La Notion de Liberté chez l'Adolescent en Communautés d'Enfants* Septième Rencontre Internationale d'éducateurs (French)
- 1961 *La Formation de la Moralité chez l'Enfant Elevé en Institution* Huitième Rencontre Internationale d'éducateurs (French)
- 1962 Pincus, Chasya *Neurim, the Rural Vocational Training Centre of Youth Aliyah and Hadassah Documents* no 8 Jerusalem: Publishing Department of the Jewish Agency Jerusalem Post Press (English)
- 1963 Lavachery, Jean *Rébelles sans Cause* (French)
- 1965 Kol, Moshe *Aliyah des Jeunes* Jerusalem: FICE (French)
- L'Adoption de l'Enfant sans Famille* Comptes rendus du colloque tenu à Bruxelles le 13 mars 1965 (French)
- 1966 *L'Éducateur et l'Enfant Agressif* Par le groupe de travail du foyer des 'Glycines' O.S.E. à Draveil (France) (French)
- 1969 Association Nationale des Communautés d'Enfants *Perspectives Pédagogiques de l'Éducation Précoce et Préscolaire des Enfants Déficients Auditifs* Documents no 13 Paris: Fédération internationale des communautés d'enfants Colloque international organisé par l'Association française des communautés d'enfants, Paris, 5, 6, 7 octobre 1967 (French)
- 1969 *L'Enfant en Situation d'Abandon* Par l'équipe du foyer 'Les Glycines' O.S.E. à Draveil (France) (French)

B.3 Recherches et témoignages

- 1963 Cortez, Fernand *Enfant, famille et société urbaine: genèse et mécanisme de l'adaptation* Bruxelles: Éditions Labor; Paris: Presses universitaires de France
- Fédération Internationale des Communautés d'Enfants: *Recherches et témoignages*: 1
- 1967 Birzele, Karl *Struktur der Gruppe in Kinderdörfern und Heimen: Bericht über die regionale Studienfahrt der FICE im Anton-Afrisch-Kinderdorf am Steinberg bei Graz, Österr., vom 4. – 9. Sept. 1966* Wien; München: Verlag für Jugend und Volk (International Federation of Children's Communities Gesellschaft Österreichischer Kinderdörfer)

B.4 Other pre-1984 publications

- 1966 L'Enfant Temoin Colloque de Charleroi les 11 et 12 avril 1964
- Amour et Protection pour tous les Enfants* Journées d'études à Tabarz (DDR)
- 1971 *Aus- und Fortbildung von Erziehern für die Arbeit im Heim* (BRD) Ergebnisse einer Studententagung in Westberlin

- Das Kind Zwischen Heim, Elternhaus und Verwaltung Bericht vom FICE-Kongress in Königstein (BRD)
- 1972 *FICE – Fédération Internationale des Communautés d'Enfants* Werbebroschüre
- Architekturelle Konzeption der Kinderheime*
- 1973 *Vorbereitungen zur Gesellschaftlichen Eingliederung von Kindern und Jugendlichen mit Entwicklungsförderungen* Bericht vom FICE-Kongress in Warschau
- 1975 *Probleme der Theoretischen und Praktischen Erziehungsausbildung in Gegenwart und Zukunft*
- 1976 *Aberdeen '76* Ossett: Residential Care Association
- 1978 *FICE-Kongress 1978 Behinderte Kinder und Jugendliche im Heim – Möglichkeiten der Integration in Familie und Gesellschaft* Frankfurt/Main: IGfH Ergebnisse des FICE-Kongresses in Graz (Oesterr.)
- 1981 Marcel Courtoux, Haydn Davies Jones, Jürgen Kalcher, Werner Steinhauser, Heinrich Tuggener and Kees Waaldijk (Eds) *Leben mit Anderen als Beruf – der Sozialpädagoge in Europa* Wien: FICE

B.5 Publications by FICE-Verlag

- 1984 Marcel Courtoux, Haydn Davies Jones, Jürgen Kalcher, Werner Steinhauser, Heinrich Tuggener and Kees Waaldijk (Eds) *The Socialpedagogue in Europe – Living with others as a Profession* 3-905607-01-8
- 1986 Robert Soisson (Ed.) *Aktuelle Probleme Jugendlicher in der Heimerziehung in Europa* Proceedings of the FICE Congress 6-9 June 1985 in Luxembourg 3-905607-02-6
- 1987 FICE International *Malmö Declaration* (German/French/English) 3-905607-04-2
- Leo E.E. Lighthart (Ed.) *Ausserfamiliäre Erziehung in und ausserhalb von Einrichtungen der Heimerziehung* Proceedings of the FICE Congress 1986 in Malmö 3-905607-06-9
- 1988 Knöpfel Nobbs, Irene *Communautés d'enfants – Education en Foyer – Education en dehors du foyer familial* Kindergemeinschaften – Heimerziehung – Ausserfamiliäre Erziehung *Children's Communities – Residential Child Care – Community Care 1948-1988* (French/German/English) 3-905607-05-X [NB The author, Irene Knöpfel Nobbs, is not credited on the cover or title pages and the final 0 of the ISBN printed in the book is wrong; it should be X.]
- 1989 Hüttenmoser Marco and Baumgarten, Heinz Hermann *Privat geboren für öffentliches Leben* Proceedings of the FICE Anniversary Congress 1988 in St Gallen 3-905607-07-7
- 1991 Vankova, D Iva *Kongress 1990 – Praha Proceedings of the FICE Congress 1990 in Prague* (German/French/English) 3-905607-08-5
- Hudson, John R, Lighthart, Leo E E and Soisson, Robert *Glossary of child, social care and social work terms* (German/French/English) 3-905607-09-3
- 1992 Knöpfel Nobbs, Irene *Von den Kindergemeinschaften zur ausserfamiliären Erziehung: Die Geschichte der Fédération Internationale des Communautés Educatives* (FICE) 3-905607-10-7
- 1993 Soisson, Robert (Ed.) *Politik, Forschung und Ausbildung in der Heimerziehung* (German/French/English) Proceedings of the FICE Congress 1992 in Luxembourg 3-905607-11-5

B.6 Other post-1984 publications

- 1991 Gottesmann, Meir (Ed.) *Residential Child Care: An International Reader* SCA Education Series No. 1 London: Whiting and Birch 1 8711 7716 2
- 1993 Amir, Eli and Lane, David C (Eds) *Training of Residential Child and Youth Care Staff* Jerusalem: Youth Aliyah Publications
- 1994 Gottesmann, Meir (Ed.) *Recent Changes and New Trends in extra-familial Child Care: An International Perspective* London: Whiting and Birch 1 8711 7773 1
- 1996 Galovits, Laura (Ed.) *1994 International Child and Youth Care Conference Proceedings* Milwaukee: University of Wisconsin-Milwaukee Child and Youth Care Learning Center
- Hegstrup, Søren (Ed.) *41st FICE-Congress in Copenhagen. may 1996* Copenhagen: Ministry of Social Affairs
- 2003 Hennig, Anke, Krause, Hans-Ulrich, Leitner, Hans and Lübke, Ina (Eds) *Im Dickicht der Städte: Dokumentation des FICE-Kongresses in Berlin* Frankfurt/Main: GIH-Eigenverlag 3-925146-57-1
- 2008 Peters, Friedhelm (Ed.) *Residential Child Care and its Alternatives: International Perspectives* Stoke on Trent: Trentham Books 978 1 85856 409 8

C Translations used in the text¹

- Administration et juridique** Management and legal
- Assemblée générale** General Assembly
- Beratung bei der Errichtung und Einrichtung von Kinderheimen und Kinderdörfern** Advice on the building and equipping of children's communities
- Bureau exécutif** (1948-1970) Executive Committee
- Comité de coordination** Coordinating Committee: this was the French name given to the group appointed on 10 July 1948 at Trogen and continues to be used in some contexts throughout 1949 but their minutes are normally headed 'Comité de direction'; to avoid confusion with the post 1970 Executive Committee, I have used the translation 'Management Committee' rather than the contemporaneous translation 'Executive Committee' found in Brosse (1950)
- Comité de direction** (from 1948-1960) Management Committee
- Comité exécutif** (1971-present) Executive Committee
- Commission spécialisée** (1967-1982) Standing Committee
- Communication scientifique internationale** International communication of knowledge
- Conseil fédéral** (1965-present) Federal Council
- Conseils pour la construction et l'aménagement des communautés d'enfants** Advice on the building and equipping of children's communities
- Documentation et conseils techniques** Documentation and technical advice
- Educateurs et personnel** Child care and other staff
- Erziehungsheim-Pädagogen** Child care staff
- Exekutivrat** (1971-present) Executive Committee
- Generalversammlung** General Assembly
- Internationale wissenschaftliche Kommunikation** International communication of knowledge
- Kommission Standing Committee** (as a translation of Commission spécialisée or wherever it has a permanent life)
- Médico-sociale** Medical and social issues
- Medizinisch-soziale Fragen** Medical and social issues
- Pädagogik und Psychologie** Psychology and child care
- Pédagogues des foyers d'éducation** Child care staff
- Psycho-pédagogie** Psychology and child care
- Publications et informations** Publications and information
- Technique, Documentation et Conseils** Technical, documentation and advice
- Verbandsrat** (1965-present) Federal Council

¹ See Section 9.1 for a discussion of when certain names may have changed.

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