

# **SOCIAL INSURANCE COORDINATION**

**AN ANALYSIS OF GERMAN AND  
BRITISH ORGANIZATION**

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# SOCIAL INSURANCE COORDINATION

An Analysis of German and  
British Organization

By C. A. KULP

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## FOREWORD

COORDINATION of the social insurances with each other and with various forms of relief is a matter of increasing importance in the United States in view of the statutory and administrative developments of the last three or four years. Other countries, notably Germany and Great Britain, have had decades of experience in dealing with virtually identical questions of organization and policy. The Committee on Social Security undertook the study which resulted in this volume, one of a series of investigations of fundamental social insurance problems, in the well-founded belief that a critical examination of German and British experience would clarify questions which are bound to become important in the United States, and would disclose the possibilities and limitations inherent in coordinating devices and policies that may be suggested to meet them.

This volume is not intended to be a descriptive survey of the social insurances of Germany and Great Britain. A number of competent descriptions already exist; the International Labour Office's *International Survey of Social Services* gives an excellent summary of statutory provisions. Neither is this volume a handbook of social insurance organization and operation; had this been intended, a separate manual for each insurance would have been required.

Instead, a more difficult task has been attempted: that of ascertaining how well the German and British social insurances—and relief—work together and why. The result is essentially a discussion of organizational policy. Past studies in this general area have tended to emphasize individual insurances—though the recent P E P *Report on the British Social Services* is a brilliant exception—and have generally stressed statutory as against organizational aspects. The present volume, on the other hand, attempts a picture of the inter-relations of the social insurances in their actual operation.

This point of view has governed the presentation of the text. It is focused, first, upon general social insurance organizational trends, and, secondly, upon fundamental relationships, forms and

problems. No attempt is made to trace out every trend or to analyze every minor issue. Two major organizational trends—toward centralization and toward coordination—provide the main themes. These are broad and pervasive enough to touch at one point or another every aspect of the social insurances. Detailed case studies of an insurance or an institution are introduced at intervals to give concreteness to the discussion of organizational trends and relations, and necessarily the same insurances or institutions have been used repeatedly as examples. Thus, British Unemployment Assistance illustrates the British trend toward centralized administration and likewise a slower trend toward coordination. It serves also as the subject of a case study on the coordination of unemployment insurance and unemployment relief. The functional approach used by the author has not, of course, resulted in a systematic description of individual insurances and administrative agencies. An unusually thorough index, however, makes it possible to bring together all of the discussion or analysis bearing upon any one insurance or institution in which the reader may be especially interested.

The materials utilized consist almost entirely of official documents and of information obtained in interviews with official and other qualified persons during eight months spent by the author in Europe. Inasmuch as many of the most significant characteristics of any organization are intangible, the persons interviewed proved to be more helpful than official reports. In the great majority of cases, it has seemed best not to cite these persons in support of points of interpretation or fact. To safeguard officials and others against possible identification with opinions or statements in the text, the author has concluded that he must content himself simply with an acknowledgment of his indebtedness to the many persons who were so generous of their time and experience and without whose wholehearted help a study of this kind would clearly have been impossible. He is particularly indebted to the civil servants and other officials of the German Federal and Prussian Ministry of Labor and the Federal Insurance Office; of the British Ministries of Labour and Health, Unemployment Assistance Board and the Public Assistance Committee of the London County Council; and of the Social Insurance Section of the International Labour Office at Geneva.

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While the study has been sponsored by the Committee on Social Security the resulting report has not been submitted to the Committee for formal review or approval. The statements and conclusions of the author are therefore entirely his own and do not necessarily reflect the opinions or attitudes of the members of the Committee or of the Social Science Research Council.

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