

**MSW-009**  
**Community Organization**  
**Management for**  
**Community Development**

Block

# 4

## **SOCIAL WELFARE ADMINISTRATION**

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## BLOCK INTRODUCTION

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The block on “Social Welfare Administration” is the fourth block of the course MSW-009. It has five units in which you will learn about another secondary method of social work, namely, Social Welfare Administration.

The first unit deals with the basic concept, history, features and nature of Social Welfare Administration. Social Welfare Administration as a profession has also been discussed in this unit. You will know about the different terms like social development, social welfare and how they are related to social work and social welfare administration.

The second unit is aimed to acquaint you with the functions that are carried out by the Social Welfare Administrator, the principles needed to be followed, and the scope of Social Welfare Administration as a method of Social Work.

In the third unit, different welfare organizations that are working in the social welfare sector have been presented, which include Governmental and Non-Governmental Organizations; Bilateral and International organizations as well as Donor agencies and United Nation Bodies.

Unit four of this block is a very important component of this block in which management of social welfare agencies has been elaborated. You will come to know about some of the terms such as organizational climate, communication and social marketing, public relations, fund raising, social auditing, conflict resolution and dealing with burnouts.

Unit five examines the relation between social policy and Social Welfare Administration. Different social policies like Health Policy and its Programmes, education policy and social welfare policies have been discussed elaborately in this unit.

After going through this block, you will have a holistic understanding of the method of Social Welfare Administration.



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# UNIT 1 SOCIAL WELFARE ADMINISTRATION: CONCEPT, HISTORY AND NATURE

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*\*Beena Antony*

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- 1.0 Objectives
- 1.1 Introduction
- 1.2 Concepts Related to Social Welfare Administration
- 1.3 Definition of Social Welfare Administration
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- 1.5 History of Social Welfare Administration in India
- 1.6 Nature of Social Welfare Administration
- 1.7 Social Welfare Administration as a Profession
- 1.8 Let Us Sum Up
- 1.9 Key Words
- 1.10 Further Readings and References

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## 1.0 OBJECTIVES

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This unit aims to help you to understand the concept of social welfare administration. In the first section we will introduce you to what is social welfare administration. In the second section we will study the concepts that are related to social welfare administration. In the third section, we will examine the meaning, features and history of social welfare administration. In the last section, we will study the nature of social welfare administration as a profession. After going through this unit you would be able to understand:

- The concept related to social welfare administration i.e. social welfare, social service, administration and social administration.
- Meaning, features and history of social welfare administration.
- The nature of social welfare administration.
- Social welfare administration as a profession.

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## 1.1 INTRODUCTION

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In earlier times, social welfare was performed by a select few individuals or small groups of individuals who were inspired by compassion and concern for the poor, the needy and the destitute. These people were either the elite of the society or the common men, who believed in the qualities of humanism and selfless service to the community. In modern times, most of the countries have adopted the concept of a welfare state that makes welfare services the responsibility of the state. The encyclopedia of social sciences describes a welfare state as a state that takes up the responsibility to provide a minimum standard of existence to its citizens. In a welfare state, the administration enters

into economic, political, social and educational life of individuals. The citizens of the country are taken care of from their birth to their death. The state provides service to the old, sick, orphans, widows, helpless, oppressed and the disabled people whenever they are in need of services.

The progress and prosperity of any country can be observed by the socio-economic positioning of its citizens mainly the deprived sections of the society that are the women, children, scheduled castes, tribal and the disabled population who suffer from poverty, disease, unemployment and many other social deprivations. It is essential that such sections of our society must be noticed by the state, policy makers, planners, social welfare administrators, social scientists and academicians, so that legislations, policies and programmes are formulated in line with the Constitution of our country. As a result the country progresses as a whole, not just some sections doing well and others being left behind.

In the context of the present day social problems, the size of welfare services provided by an increasingly large number of organizations make administration very important. Social welfare services, schemes, projects and programmes, are becoming increasingly complex. Since, it is no longer accepted that any normally intelligent person with good intentions can administer the welfare work, a sound administration is vital. It is increasingly realized that social welfare programmes require qualified and trained social welfare personnel to perform social welfare functions efficiently. So, it is argued that for serving the people effectively it is necessary to be professional, as professionalism can increase the ability of social welfare personnel to solve the pressing social problems confronting our society. The training of a social worker to be a professional would be incomplete without social welfare administration. Thus, we can say there are six methods of social work practice — case work, group work, community organization, social action, social research and social welfare administration. Social welfare administration aims to apply professional competence to achieve social work goals. Social work's aim is to provide service to individuals in the society and social welfare administration is the 'business' of social work. Social welfare administration helps in professionally doing social work in the society.

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## **1.2 CONCEPTS RELATED TO SOCIAL WELFARE ADMINISTRATION**

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In MSW-001(Block-2) you were exposed to several concepts pertaining to social work. In this section we shall introduce you to some of the concepts that must be understood before we get to understand what Social Welfare Administration is all about.

### **Social Work**

It is based on a systematic body of knowledge derived from research and practice, from different fields of social work. Social work acknowledges the complexity of interactions between human beings and their environment, and the capacity of people both to be affected by and to alter the multiple influences upon them including bio-psychosocial factors. The social work profession is derived from theories of human development and behaviour and social systems and works for individual, organizational, social and cultural changes for the

betterment of the society. Social work is committed to the pursuit of social justice, to the improvement of the quality of life and to the development of the full potential of each individual, group and community in the society. It seeks to address and resolve social issues at every level of society and economic status, but especially among the poor and sick. Social workers are concerned with social problems, their causes, their solutions and their human impacts. Social workers work with individuals, families, groups, organisations and communities. Social workers need to equip themselves with social welfare administration to work better in the field of social work.

### **Social Development**

Is the process of focused change to meet objectives and goals desired in the society. Development means progressive change in the living conditions and qualities of life of the members of the society. The process of social development is growth in the direction of modernity, nation-building and socio-economic progress. Development has to be a whole, value laden, cultural process, including the natural environment, social relations, education, production, consumption and well being of the whole nation. When we talk social development we do not mean just the infrastructure development of the country we mean development of the people of the country, all human beings must have a satisfying material, cultural and spiritual life. Thus social development is the transformation of the society. It is very essential that social welfare administration be practiced to bring in the required social development in our country.

### **Social Welfare**

It is a dynamic process that circles around social problems and ways in which society responds to these problems. Social problems affect individuals and the society at large. Social problems come from unfulfilled individual needs. Individuals have a variety of needs, some more basic like food, clothes and shelter, some more sophisticated like dignity and status, some are intangible like love and affection. These needs are usually met by the individuals themselves or their family or the society in which they live. But when these needs are unfulfilled they lead to social problems. Some of the social problems present in our society are poverty, inadequate housing, unemployment, loneliness and crime. The whole body of remedial and ameliorative services for the weaker sections of our society are covered by social welfare. These include curative and preventive services. Social welfare contributes to change and adjustment of social institutions to the creation of the required infrastructure of community services and can enable people to accept and provide social change for over all development.

Social welfare is also understood as those formally organized and socially sponsored institutions, agencies and programmes that operate to improve and maintain the economic conditions, health or inter-personal competence of some sections of the population or of all the population. Thus social welfare implies reordering of socio-economic relations in the present society, which is undergoing rapid transformation. Social welfare can be defined as "The organized system of social welfare institutions designed to aid disadvantaged individuals and groups to attain satisfying standards of life and health. It aims at personal and social relationship which permits individuals to develop their

full capacities and the promotion of their well-being in harmony with the needs of the community” (Titmus, 1968).

### **Social Welfare Agency**

It is an organization or an institution that provides treatment and preventive services in social welfare. These agencies practice social work, according to the objectives laid down by the agency. Social welfare agencies are of three kinds. First the governmental agencies which function according to the governmental setup, run and controlled by the government and funded by the taxes collected. Second are the voluntary agencies financed by the members of the community with local contributions and donations. Third are the non-governmental and autonomous agencies promoted and funded by the government. The daily activities of these agencies are performed by voluntary workers and full-time paid employees.

### **Administration**

Before discussing the meaning of social welfare administration, it is necessary to know the meaning of the term administration. Administration is a cooperative human effort towards achieving some common goals. Thus every group activity involves administration, whether it is a family, factory, hospital, university, or a government department. Whenever two or more people cooperate in view of doing a thing that cannot be taken up alone, the concept of administration appear. The word administration has been derived from the Latin words ‘ad’ and ‘ministrate’ which means to serve. In simple language, it means the ‘management of affairs’ or ‘looking after the people’. To administer is to manage, direct and serve.

Some of the definitions of administration are listed below:

L.D. White (1948) views that “the art of administration is the direction, coordination and control of many persons to achieve some purpose or objective”.

E.A. Nigro (1951) defines “administration as the organization and use of men and materials to accomplish a purpose”.

According to Herbert A. Simon (1960) “in its broadest sense, administration can be defined as the activities of groups co-operative to accomplish common goals”.

Pfiffner defines “administration as the organization and direction of human and material resources to achieve desired ends”.

Thus, it is clear from above definitions that administration is concerned with proper organization of men and material to achieve desired ends. It consists of doing the work or getting the work done by others.

### **Social Administration**

To achieve the aims and objectives of social welfare, the government formulates social policies and programmes and in pursuance thereof enacts social legislations, allocates financial assistance and provides organizational and administrative linkages in the form of ministries and departments. It also seeks the partnership of non-governmental organizations for the effective implementation of various social welfare programmes. Administration of all

these activities being undertaken in the sphere of social services and social welfare is considered as falling in the realm of social welfare administration.

According to Richard M. Titmus, 1948, “social administration may broadly be defined as the study of social services whose object is the improvement of conditions of life of the individual in the setting of family and group relations”.

D.V. Donnison, 1961 defines social administration “as the study of development, structure and practices of social services”.

According to Forder (1974) “social administration is concerned with study of the welfare system, and particularly the government sponsored social services”.

Thus, social administration is concerned with the study of welfare system of government’s sponsored social services.

### **Check your progress 1**

**Note:** Use the space provided for your answers.

1) What is social welfare?

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2) Give two definitions of social administration.

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## **1.3 DEFINITION OF SOCIAL WELFARE ADMINISTRATION**

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**Social welfare administration** is a process through which social policy is transformed into social services. It involves the administration of government and non-government agencies. The following definitions will elaborate the meaning of social welfare administration.

John C. Kidneigh (1950) defines social welfare administration as the “process of transforming social policy into social services.... a two way process: (i). ...transforming policy into concrete social services and (ii) the use of experience in recommending modification of policy. The definition here emphasis is that administration is the process of transforming policies into action programmes for the betterment of the society.

According to Walter A. Friedlander (1958) “administration of social agencies translates the provisions of social legislation of social agencies and the aims of private philanthropy and religious charities into the dynamics of services and benefits for humanity.

According to Arthur Dunham (1962) “administration is the process of supporting or facilitating activities which are necessary and incidental to services by a social agency. Administrative activities range from the determination of function and policies, and executive leadership to routine operations such as keeping records and accounts and carrying on maintenance of services.

Herleigh Tracker (1971) interprets social welfare administration as a “process of working with people in ways that release and relate their energies so that they use available resources to accomplish the purpose of providing needed community services and programmes.”

The American Council of Social Work Education in its curriculum study has given a comprehensive definition of social welfare administration. It states “administration is the process of transforming community resources into a programme of community services, in accordance with goals, policies and standards which has been agreed by those involved in the enterprise. It is creative in that it structures roles and relationships in such a way as to alter and enhance the total product. It involves the problem solving process of study, diagnosis and treatment”.

On the basis of above definitions, we find that social welfare administration is a process that includes definite knowledge, understanding, principles and ways of interaction. Its main focus is on the sustainability and accessibility of social services to the needy. Social work enables the process of administration through guidance, planning, stimulation, organization, creating structure, coordinating research. To accomplish the well defined objectives of administration, policies are suitably amended; programmes are formulated, and budget, and finance provided, personnel and selection procedures are made available.

Rosemary Sarri (1971) has outlined the activities of social welfare administration as follows:

- i) Translation of social mandates into operational policies and goals to guide organizational behaviour;
- ii) Design of organizational structures and processes through which the goals can be achieved;
- iii) Securing of resources in the form of materials, staff, clients etc. for goal attainment and organizational survival.
- iv) Selection and engineering of necessary technology.
- v) Optimizing organizational behaviour directed towards increased effectiveness and efficiency; and
- vi) Evaluation of organizational performance to facilitate systematic and continuous solution to problems.

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## 1.4 FEATURES OF SOCIAL WELFARE ADMINISTRATION

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Although the concept of administration is applicable in a broader sense to areas including social welfare, business and government, there are certain distinctive features of social welfare administration. Some distinctive features of social welfare administration are given below:

- Social welfare administration deals with social welfare agencies and helps them to achieve their objectives for the target groups for which they are working. It is specifically concerned with identification of social objectives, the formulation and implementation of proposed programmes to achieve the objectives laid down.
- From functional point of view, social welfare administration includes three perspectives of social problems: (i) restoration of impaired social functioning; (ii) provision of resources, social and individual, for more effective social functioning; (iii) prevention of social dysfunction.
- Despite variations in size, scope, structure and types of programmes, every agency has a governing board as an apex body for final decision-making. The board is generally represented by the community it intends to serve.
- Social welfare administration requires optimum utilization of its available resources together with active community participation, so that the ultimate goal of programmes can be achieved properly.
- Social welfare agencies have to allocate certain portion of their resources for survival so that the organization can continue to exist. But this should not limit their capacity to achieve quantitative and qualitative growth.
- Social welfare agencies generally function in a cooperative manner and ensure participation of all the members in administration of their activities.
- There is a growing trend in these agencies to recruit professionally qualified manpower. It has helped in introducing professional approach in their functioning.

Many scholars like Henry Fayol, Mary P. Follet and L. Urwick claim that there is hardly any differentiation between various types of administration. Irrespective of service delivery (outcome), administration relies on common skills, techniques and procedures, types of hierarchy, kind of organisation structure, superior – subordinate relationships, and management systems. All types of administration work for efficient delivery of services to people or customers. Public and private administration serves the people whether being called clients or customers. With liberalization, privatization and globalization, different types of administrations have to compete and collaborate in the same area to provide services to people. New Public Management, which has come into prominence recently, puts emphasis on managerial techniques, which are to be adopted by all types of administrations for the efficient delivery of services to the people.

Let us now look at the diverse services and the actors in the administrative system. In contemporary world, most of the actors are providing for almost all the major services. Stated differently, now-a-days, boundaries between different

types of administration are merging or getting blurred. For instance, health services in a common parlance may be taken as social service administration. We have private hospitals and government hospital, charitable and religious organizations also provide health services to marginalized population. Government has initiated many programmes and services for deprived sections of the society, which range from preventive to curative approaches. Private hospitals, too, extend certain OPD and ward services for 'poor' people. Similarly, educational services are provided by government, private actors, voluntary agencies, corporate houses to diverse population categories – children of middle class families, tribal children, adult education centres, schools in urban, rural, hilly areas, etc. Hence boundaries between various types of administration are diminishing and new concept of 'development administration' is gaining popularity.

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## 1.5 HISTORY OF SOCIAL WELFARE ADMINISTRATION IN INDIA

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Mutual aid has been part of every community. The desire to help one's fellowmen has been in existence from society to society, depending upon the social, economic and political factors. People help the persons in need thus provide mutual aid to the society. Indian traditional view of social welfare is based on the concepts of *daya*, *dana*, *dakshina*, *bhiksha*, *samya-bhava*, *swadharma* and *tyaga*, the essence of which are self-discipline, self-sacrifice and consideration for others. Well-being of all depends on these values upheld by people individually and through community action. All the religions urges upon their devotees to put aside a portion of their income to be utilized for charitable purposes, which will provide them happiness in this world and salvation in the next world. The kings and the royal families of earlier days extended help to the affected population during emergencies like floods, earthquakes, fires, droughts and other natural calamities.

From the administrative angle, in India, the reigns of king Ashoka, Harsha, Chandra Gupta Maurya, Akbar, Sher Shah Suri and Feroze Tuglak, were the landmarks of administration who took care of the social needs of the people. The British government also established an administrative set-up intended mainly for maintaining law and order. Some social reform measures were taken up by banning sati and permitting widow remarriage by acts passed in 1829 and 1856 respectively.

After Independence of our country in 1947 the old administrative pattern was more or less continued with necessary changes to suit the social, political and economic set-up that had evolved.

In the field of social welfare, during the First Five Year Plan, Government of India realized that the government alone can not manage the enormous range of social problems across the length and breadth of our country and sought the help of voluntary organizations to help them in the process, so created a unique administrative machinery consisting of an autonomous board named CSWB (Central Social Welfare Board) in August 1953. Similarly, social welfare advisory boards were established at state level. The main purpose of the Board

(CSWB) has been to provide financial and technical assistance to voluntary organizations working in the field of social welfare. If we look at the history of administrative organization, we find that before 1964 social welfare programmes were being managed by different ministries such as education, home, industries, health, labor. The Renuka Ray Committee in its report submitted in 1960, recommended the establishment of the Department of Social Security. Under the Prime Ministership of Lal Bahadur Shastri, a social security department was established and located in the ministry of law on 14<sup>th</sup> June 1964. Subjects, namely, social security, social welfare, backward classes and khadi and handicrafts were allocated to the Department of Social Security. In 1966, it was renamed as Social Welfare Department. It was located in the Ministry of Education and Social Welfare created in 1971. Its status was raised to a ministry in the year 1979. Its name was further changed to the Ministry of Social and Women Welfare in 1984. With the creation of a separate Department of Women and Child Development in the Ministry of Human Resource Development, it was recognized and its nomenclature was changed to the Ministry of Welfare in 1985 and subsequently it was renamed as the Ministry of Social Justice and Empowerment.

Thus, the central government has set up a full-fledged ministry and organizations subordinate to it, like National Commission for Scheduled Castes/Tribes, Minorities Commission, National Institute of Social Defense, National Institute for the Handicapped, Department of Women and Child Development, Central Social Welfare Board, National Institute of Public Co-operation and Child Development, etc., under its administrative control.

Besides the execution of social welfare projects, schemes, and programmes sponsored and financed wholly or partly by the central government; the state governments and union territory administrations formulate and implement welfare service programmes on their own in their respective jurisdictions. The state government/union territory administrations carry out their welfare obligations and programmes mainly through their Department of Social Welfare and voluntary organizations. In most of the states, either there is full time secretary for social welfare or it is one of the main portfolios of a secretary. Thus, social welfare schemes are still spread over more than one department/directorate. The pattern of implementation of some of the schemes, like old age pension, widow pension, and supplementary nutrition programmes also vary from state to state. Though most of the states now have district social welfare officers, there is no social welfare functionary at block level.

### **Check Your Progress 2**

**Note:** Use the space provided for your answers.

1) What do you understand by social welfare administration?

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2) Describe the features of social welfare administration.

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3) Explain the historical development of social welfare administration.

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## 1.6 NATURE OF SOCIAL WELFARE ADMINISTRATION

There is a debate whether social welfare administration is science or art, with the passage of time the question is still unresolved. There are conflicting views and opinions on this issue and each appears to be justified in its own way. Social welfare lends itself to two usages. It stands for the process of administering the social welfare programmes. It is also an area of intellectual enquiry. The first is practice and second is study. As a practice, social welfare administration is decidedly an art.

### Social Welfare Administration as an Art

Social welfare administration as an art, have been supported by the following arguments

- i) Social welfare administration can be acquired: no doubt art is a natural gift. Music, dance, drama or painting is the examples of this category of art. But natural gifts can find their best expression by proper training, without which even the best artists will die unknown. On the other hand, a painter making a painting and a potter shaping a beautiful piece of pottery are also the examples of art. It is so because they possess the following elements:
  - a) Personal skills
  - b) Practical know-how
  - c) Result orientation
  - d) Creativity and
  - e) Constant practice aimed at perfection.

Similarly, the art of social welfare administration can be acquired. Talented persons become the best administrators under proper training. Thus so far

acquisition is concerned social welfare administration is also like other arts.

ii) It is subjective in nature:

A chef makes a dish with personal passion for food. A carpenter adds beauty to his creation with his tools. A social welfare administrator with the application of knowledge and skills can make wonders by combining and bringing together available human and material resources to change the very face of the nation. Today success of every welfare programme depends on how a social welfare administrator performs the job.

iii) Practical application of knowledge: art is the practical application of systematic knowledge. It is not merely theory but putting that into practice. Similarly, social welfare administration is not merely theory but it is application also. And the best knowledge can be gained by practice alone. Managing human resource needs a lot of skill, experience and balanced personality traits.

### **Social Welfare Administration as a Science**

Science is the systematic study of knowledge. Those who believe that social welfare administration is a science point out that there are certain specific and clear principles on which day to day administration of social welfare programmes are being run and managed. They also argue that these principles are based on sound and rational principles, which are also considered universal.

The following arguments have been put forward to justify that social welfare administration is a science:

- Application of scientific methods: the claim of a discipline to be called a science depends on whether the scientific method of study is applicable to it. Social welfare administration can be called a science, because the scientific method of study equally is applicable to it, as in the case of other social sciences.
- Critical examination: critical examination and study of evidence is the prime requisite of any scientific study. This is possible in social welfare administration also.
- Universal guidelines: universal principles of social welfare administration also provide the coloring of science. Even if we cannot use all the guidelines in a similar manner, these guidelines certainly help the administrator in proper implementation of social welfare programmes.

However, the nature of social welfare administration as a science has been criticized on the basis of experimentation, and objectivity. Thus, it may not be an exact science, but it is a science in its own way. It is also an art, because it is connected not only with formulation of general principles of social welfare programmes but also with actual running of the administration of social welfare programmes.

### **Interdisciplinary Nature**

Social welfare administration requires the interdisciplinary knowledge and constant interaction with other social sciences to know the human beings in totality, such as philosophy, psychology, sociology, political science and economics to solve their problems in appropriate manner.

### **Administrative Structure**

Social welfare administration is based on the organizational and administrative structure of social welfare programmes at each and every level of implementation stage. Similarly, it is also important to know the role and set up of non-governmental organizations for effectively carrying out their functions.

### **Financial Administration**

The scope of social welfare and social security is increasing day by day and more and more people are coming under the coverage of these programmes, and so the need for additional financial support increases. In order to make out proper and effective budgeting of such programme, the knowledge of financial administration is highly essential. Thus it is important that persons must be trained in the techniques and principles of administration.

### **Personal Management**

In order to provide effective social welfare services to the needy and suffering, it is essential to have committed, trained and motivated social welfare functionaries at different levels. Thus social welfare administrators need the knowledge of human resource management which includes knowledge from the very beginning, that is recruitment policies, job classification, training and development, staff evaluation, advancement and transfer so that the personnel understand the need and importance of the work they are doing, and they would be effective in implementing the social welfare programmes.

### **Public Relations and Participation**

The social welfare administrator needs to be convinced of the importance of public relations with regard to both their own agency and its services, and the community as a whole. The welfare administrators must be comfortable to use mass media, such as TV, radio, newspaper, brochures, books and personal contacts, to interpret their agencies' programmes to the public and reaching community members. It is also required to get associated with the government and non-governmental agencies working in the field, the people or the beneficiaries, whose co-operation and support will add to the effective planning, formulation and implementation of policies and programmes intended for their welfare.

### **To Conduct Research and Evaluation Studies**

Research and evaluation studies provide useful information and feedback on impact of on-going projects and about the different dimensions of existing social problems. Research also facilitates effective planning, policy formulation and implementation of programmes.

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## **1.7 SOCIAL WELFARE ADMINISTRATION AS A PROFESSION**

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Before answering the question whether social welfare administration is a profession or not, one must know the essential features of a profession and determine how far these features are found in social welfare administration. In general, people do not raise objection when a doctor is called as medical professional, teaching as a profession or for that matter law as profession. The

simple dictionary meaning of profession indicates one who has acquired specialized knowledge, which is used for instructing, guiding or advising others. An operational definition of profession may be given as follows:

Profession is an occupation for which specialized knowledge, skills and training are required and the use of these skills is not meant for self-satisfaction but are used for larger interests of the society and the success of these skills is measured not in terms of money alone.

Thus all professions are occupations in the sense that they provide means of livelihood. However, all occupations are not professions because some of them lack certain characteristics of a profession. The various characteristics of a profession can be mentioned as:

- Existence of an organized and systematized body of knowledge;
- Formal method of acquisition of knowledge;
- Existence of an association with professionalisation as its goals;
- Formulation of ethical goals; and
- Service motto.

Let us discuss the extent to which all these characteristics are found in social welfare administration to determine whether it is a profession or not.

### **Existence of Knowledge**

Social welfare administration has developed a distinct body of knowledge, in response to the need for managing the complex social problems in a better way. In India, almost all courses of social work offer a course on social welfare administration to the students. Thus, it satisfies the requirement of a profession in the form of existence of knowledge. However, the social welfare administration is still evolving and new guidelines are being developed though this does not affect its status of being a profession.

### **Acquisition of Knowledge**

An individual can enter a profession only after acquiring knowledge and required skills through formal training. For example, only formally trained persons can enter the professions of law, engineering or medicine. Thus social welfare administration may be called a profession because schools of social work and schools of public administration provide training in this discipline.

### **Professional Association**

An occupation which claims to be a profession should have an association. Such a representative body of professionals regulate and develop the profession's activities. The professional associations may also prescribe the standards for individuals who want to enter the profession. But we are still struggling for an apex body, which would regulate the terms and conditions for Social Welfare Administration like Bar Council of India etc.

### **Ethical Code**

Every profession has a code of ethics. Codes provide proper guidance when the situation at hand is choice between a good and a bad decision. Thus code of ethics serves several functions for a profession, including guiding, decision

making, assessing competence, regulating behavior and evaluating the profession. In social welfare administration, the code of ethics provides a guide for professional roles and relationships at various levels of responsibility in relation to clients, colleagues, employers, employing organizations and the society. Therefore, the social welfare administration is a profession and its code of ethics is based on the fundamental values of the social work profession that includes the worth, dignity and uniqueness of all persons as well as their rights and opportunities.

### Service Motto

In modern times, all human activities are concerned with money. But in a profession, an effort is made to see that service motto should prevail over monetary considerations. Professionals should keep social interest in their mind while charging fees for their professional services. For example, a doctor helps the patient, even when he charges fee. But he also serves humanity in the process. A lawyer helps the client. Not to charge fee is a help, but to provide justice to the client is most important. Similarly, a social welfare administrator administers the social welfare programmes, not only for money and personal satisfaction, but use his/her knowledge and skills to serve the larger interest of the society.

Thus, on the basis of the above discussion, it can be summarized that social welfare administration is yet to achieve the status of a profession. To become an independent profession, it requires attaining social sanction, professional commitment, governmental approval, a professional association to regulate the profession and involvement of trained personnel in the field of welfare administration, instead of being controlled only by bureaucrats.

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## 1.8 LET US SUM UP

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This unit, introduces us to a method of social work that is social welfare administration. The concept of social welfare administration is discussed with other concepts like social work, social welfare, social service, social security and administration,

Social administration helps to understand all these above discussed concepts better.

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## 1.9 KEY WORDS

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**Social welfare agency** is an organization that offers social welfare services to help the needy of the society.

**Administration** is the process of organizing people and resources efficiently so as to direct activities towards goals and objectives.

**Profession** is a vocation founded by specialized educational training to provide services to others.

**Ethical Code** is behavior patterns adopted by professional groups or organizations to regulate a particular code of conduct ensuring expected behavior among the members of the group.

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## UNIT 2 FUNCTIONS, PRINCIPLES AND SCOPE OF SOCIAL WELFARE ADMINISTRATION

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*\*Beena Antony*

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- 2.0 Objectives
- 2.1 Introduction
- 2.2 Functions of Social Welfare Administration
- 2.3 Principles of Social Welfare Administration
- 2.4 Scope of Social Welfare Administration
- 2.5 Let Us Sum Up
- 2.6 Key Words
- 2.7 Further Readings and References

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### 2.0 OBJECTIVES

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In the previous unit you learned about what social welfare administration is, and in this unit you will learn about the functions, principles and scope of social welfare administration. This unit will also give you a better understanding of the contents of social welfare administration. You will fully comprehend the functions that are carried out by the social welfare administrator. This unit will also explain the principles that are needed to be followed and the different views with regard to the scope of social welfare administration.

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### 2.1 INTRODUCTION

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In every occupation, institution and organization, skills and competence are applied to meet the objectives set, and to obtain the results expected. In all areas of health, medicine, education, law and manufacturing, administration and management is very important in order to carry out services in the expected manner. Be it school, college, hospital or offices there is need for people to follow rules, regulations and administrative practices for the effective running of the institution or organization. So also, every social welfare agency establishes a mechanism to work successfully, and to achieve its objectives to work for the downtrodden and the deprived sections of our society. This mechanism is called social welfare administration.

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### 2.2 FUNCTIONS OF SOCIAL WELFARE ADMINISTRATION

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The main function of social welfare administration is to organize the energy of like-minded persons to accomplish the objectives they have set in order to improve the society.

The functions of social welfare administration to achieve the objectives set up by the agency would include:

- a) To formulate the appropriate objectives and programmes of the agency, it is very important to get the required information and to understand the total situation. The agency generally focuses on a particular problem in a particular geographical area.
- b) To analyze the collected information so as to plan appropriate measures to solve social problems. Social welfare agency's work is to address social problems of the society in that given area.
- c) To recognize, screen and opt for an appropriate plan of action to tackle problems and handle the initiatives of the social welfare agency.
- d) Formulating policies, programmes and plans for effectively carrying out the objectives of the social welfare agency in a planned manner.
- e) To identify appropriate personnel for the social welfare agency with proper orientation and supervision so that they understand the objectives and how to implement the programmes in order to achieve the goals of the agency.
- f) To inspire volunteers who can involve themselves in the aims, objectives and goals of the social welfare agency.
- g) The administration has to delegate work to various departments under supervisors who will be accountable for the assigned work, in the various departments which has to be coordinated so that maximum results are obtained.
- h) Rules, regulations, practices and procedures have to be set up so that there is uniformity and accountability among all staff in the agency so that the objectives of the agency are easily accomplished.
- i) The agency must keep proper records and reports. These records and reports must be analyzed and interpreted to find out the progress of the agency's work.
- j) The financial practices must be very economically and strictly laid down so that there can be no misappropriations. The finances must be accurately utilized and accounted for finance is the backbone of any organization. So finances must be properly managed.
- k) Every agency has to lay down certain standards of work and work towards meeting those standards at all times. The personnel from highest level to the lowest level must understand and maintain the standards and work for it with great care.
- l) One of the main threads that binds the whole agency together is communication. The communication must be clear and smooth from all sectors of the agency be it horizontal from department to department, or vertical from top to bottom or bottom to top. The agency must also have an open communication channel with the community people.
- m) Social welfare administration must also see to it that the agency has suitable coordination within the various departments of the agency and at various levels in the agency. The agency when it works as a whole, it becomes most effective to meet its objectives. The social welfare agency must also have proper coordination with other agencies working in the same field. There must be networking with agencies with similar themes, in same geographical areas.

- n) Social welfare administration has an important role in monitoring and evaluation of the agency's programmes and in assessing overall work.

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## 2.3 PRINCIPLES OF SOCIAL WELFARE ADMINISTRATION

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Principles are guiding assertions or statements that come from experience or research and help us understand the concept. Principles of social welfare administrations are generalizations based on past experiences of different organizations that help in conducting social welfare administration in a particular manner. The principles of social welfare administration as given by Tracker are enlisted below:

**The Principle of social work values:** Social work profession rests on values like equality, social justice, and empowerment. These values also form the base upon which service delivery system of social work administration is based.

**The Principle of community and client needs:** The interventions carried out by the social welfare/development agencies are based on the felt needs of the community people or the target group. This is important for the acceptability of the programme.

**The Principle of agency purpose:** The agency should have clearly defined, formulated goals and purposes and should work in that direction only.

**The Principle of cultural setting:** The administrator needs to understand the socio- cultural setting of the community as it greatly influences the service acceptance and in fact success or failure of the services.

**The Principle of purposeful relationship:** Effective purposeful working relationship must be established between the administrator with all the stakeholders - the staff, other agencies, and the community people.

**The Principle of agency totality:** Based on ecological approach, an agency and its functioning should be understood in its totality, which is crucial for development administration.

**The Principle of professional responsibility:** High professional standards of practice and accountability and responsibility should be maintained at all levels of service delivery. The principal is also linked to professional ethics of social work.

**The Principle of participation:** Development administration rests on people's participation in the development process right from planning to execution and evaluation of services. Democratic participation is important aspect.

**The Principle of communication:** Open channels of communication are essential to the effective service delivery including welfare/ development interventions.

**The Principle of leadership:** Though democratic and participatory approaches are must for development administration, a visionary and transformational leadership is equally important for attaining the goal to overall development.

**The Principle of planning:** As a technical component, the process of continuous planning is fundamental to the development of meaningful services. In the context of development administration, planning has to be participatory involving the service users.

**The Principle of organisation:** The work of many actors should be arranged in an organized manner and be structured so that responsibilities and relationships are clearly defined.

**The Principle of delegation:** Delegation of responsibility and authority is an important aspect in the administration process and is practiced universally in all types of administrative settings.

**The Principle of co-ordination:** Coordination - within the agency, with other stakeholders and outside social environment - is an important component of administration which must be ensured for successful implementation of programmes and services.

**The Principle of resource utilization:** Resources are almost always limited. Optimum resource utilization for maximum good is a must and it is one of the prime responsibilities of managers and administrators.

**The Principle of change:** 'Guided social change in the positive direction is the crux of social development and is crucial for social welfare/development administrators and planners.

**The Principle of evaluation:** Continuous evaluation of intervention processes and programmes is essential to the achievement of overall goal of holistic development.

**The Principle of growth:** The intervention designed should lead to holistic growth and development of all the sections of the society and should not be on ad-hoc basis or should not be confined to betterment of select few.

India is a welfare state and the government formulates various policies and programmes for the welfare of the weaker sections of the population. The social welfare agencies work at the field level with the general population, as it is difficult for the government to reach out to all in our vast country. The social welfare administrator is actually the person who executes the programmes favouring the common man. If the administrator is efficient, skillful and resourceful, then he will be effective in meeting the goals of the agency and bringing about social change and development.

Some points that must be kept in mind, and which are necessary to make social welfare administration achievable, are that socio-economic change has to be guided by social justice. Decentralization in administration is required at different tiers of the government and there has to be integration in the planning for welfare and development of the country, with proper personnel policies, programmes and administrative procedures to cater to well-organized flow of goods and services to all the people of our country.

### Check Your Progress 1

**Note:** Use the space provided for your answers.

1) What are the functions of social welfare administration?

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2) Enlist the principles of social welfare administration.

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## 2.4 SCOPE OF SOCIAL WELFARE ADMINISTRATION

Social welfare administration is basically the execution of social policies, social programmes and social legislations by philanthropic, religious and charitable organizations, which provide services and benefits for the general population in need. It is the conversion of social policy into social action, and how welfare state virtues are translated into action and implemented by social welfare agencies. A very comprehensive understanding on the scope of social welfare administration that has been put forth by Titmus (1958) is: “Social welfare administration may be defined as the study of social services whose object is the improvement of conditions of life of the individual in the settling of family and group relations. It is concerned with the historical development of these services, both statutory and voluntary, with the moral values implicit in social action, with the roles and functions of the services, with their economic aspects and with the part they play in meeting certain needs in the social process. On the one hand, then we are interested in the machinery of administration which organizes and dispenses various forms of social assistance, on the other, in the lives, and needs, and the mutual relations of these members of the community for whom the services are provided by reason of their belonging to that community.”

There are broadly two views about the scope of social welfare administration. These are: **The POSDCoRB view**

The POSDCoRB view: this view of social welfare administration takes into account mostly the execution of the government’s sponsored programmes. In

other words this view corresponds with managerial view. Henri Fayol, L. Urwick, Fercey M. Ovean and Luther Gulick are advocates of this view.

According to Henri Fayol the main categories of administration are:

- i) Organization
- ii) Command
- iii) Coordination and
- iv) Control

P.M. Queen says that the study of administration deals with the three 'm' that is 'men, material and methods'.

L. Gulick has given a magic formula in a word 'POSDCoRB' that is very popular. In POSDCoRB each letter describing one technique. These letters stand for:

- P Planning
- O Organising
- S Staffing
- D Directing
- Co Coordinating
- R Reporting
- B Budgeting

In the recent years both academics and practitioners in India have added two more meaningful words to complete the techniques namely:

- E Evaluation
- F Feedback

Gulick's approach is 'technique-oriented' rather than 'subject-oriented'. Each of these techniques are very important for social welfare administration. The social welfare administrator has to be well equipped with each of these techniques. To be a good administrator it is important to understand these techniques well and to practice them with extreme skill and proficiency.

### Planning

Planning means working out broad outline of the things that need to be done and the method to be adopted to accomplish the purpose set for the enterprise. Trecker in his book *Group Process in Administration* expressed that "Unplanned administration is haphazard, scattered, disorderly, and confusing. Planning is simply the introduction of orderly thinking into the areas of life which have hitherto been ruled by unconsidered judgments. Planning is the conscious and deliberate guidance of thinking so as to create logical means of achieving agreed upon goals. Planning always and inevitably sets priorities and calls for value judgments. Planning is a basic and fundamental approach or way of dealing with the human problems which beset us. Planning is a point of view, an attitude, an assumption that says it is possible for us to anticipate, predict, guide and control our own destiny."

Social planning helps us to be efficient, effective and accountable. Planning is important to meet our desired goals. It is important that before any social welfare

programme is initiated or any research is started, proper planning with constructive information with knowledgeable professionals is essential. Answers to 'what', 'how' and 'why' must be well contemplated in respect of the schemes and programmes of social welfare.

Even before planning the welfare services the objectives of the service should be considered. So all welfare services are to be planned and organized according to the policy of the agency. The planning procedure is connected to the policy of the agency. A policy is a statement of objectives, purpose, practice of organizing the programmes and the fundamental viewpoint underlying a service. The statement of policy of the organization must cater to the programmes, methods, principles and the beneficiaries. Policy should be evolved after consideration by all the stakeholders.

Planning for social welfare is strongly based on the nature and extend of social problems existing in the society. The resources of the community are always limited and the number of social problems that need to be tackled are numerous. Thus the social problems need to be prioritized. The social welfare planning needs to choose the best alternative, with maximum benefit at minimum cost. Social planning also needs to look into social development.

The process of planning needs to follow the following steps:

1. To formulate appropriate objectives,
2. To identify the problem,
3. To collect and understand the existing facts,
4. To analyze the available facts,
5. To devise a suitable method,
6. To organize the goals and ascertain the priorities,
7. To locate the resources,
8. To look for other options,
9. To predict results of the several options thought of,
10. To prepare the plan,
11. To execute the plan,
12. To evaluate the results and reformulate the methods for increased effectiveness.

Planning is very important to social welfare administration, just as it is important in other fields like health, education or industry. Proper planning only can yield optimum results.

### **Organization**

Organization is the establishment of the formal and/or informal structure of authority through which the work is sub-divided, arranged, defined and coordinated for the defined objective. The formal and/or informal organization are designed to achieve social welfare objectives by systematically coordinating the work of numerous personnel, consciously or unconsciously, covertly or overtly directed by some theoretical framework appropriate to meet the welfare needs of the target groups.

Dimock & Dimock (1964) defined: “Organization is the systematic bringing together of interdependent parts to form a unified whole through which authority, coordination and control may be exercised to achieve a given purpose.... Organization is both structure and human relations.”

Organization can also be compared to the human body. Just like in the human body there are various systems, the respiratory system, the nervous system, the reproductive system all have separate functions and duties, and they work independently, but they are all interdependent too, and they all form a whole and keep the body fit and fine. So also the organizations have separate units and departments which work independently, and interdependently to be more effective in the functioning of the organization as a whole to meet its various objectives.

Herbert (1960) proposes that organization affect the persons who work for it in five different ways, these are:

- i) The organization divides work among the staff. The personnel are delegated specific work in the organization according to their capacities.
- ii) The organization creates standard practices and elaborate procedures to help the employees to work better.
- iii) The organization follows authority upward, downward and crossways, this helps in smooth flow of decision making.
- iv) The organization follows a system of communication to reach all.
- v) The organization guides and teaches its members by providing knowledge, skills and loyalties. The training helps the members to work better and take decisions according to the needs of the organization.

Organization is therefore not just a structure, it actually accepts a structure for the human beings who directs, organize and who actually do the work in order to achieve the objectives of the agency.

Criteria of planning an organization so that the agency runs smoothly are:

- a) Authority and Responsibility
- b) Delegation and Decentralisation
- c) Public Relations
- d) Communication
- e) Coordination
- f) Monitoring, Appraisal and Evaluation
- g) Supervision and Control
- h) Personnel Management
- i) Financial Management
- j) Community Participation

### **Staffing**

Staff is an important component in social welfare administration. For social welfare agencies to function properly it is very important to manage the staff properly. The appropriate trained staff with aptitude and attitude for social work ideology is important in social welfare agencies. Staffing is the process of filling all positions in the organization with adequate and qualified personnel.

In India we have different kinds of agencies like Government, Non-Government, Voluntary, Religious, Co-operative that work in different areas of social work. In our Constitution the Directive Principles of State Policy talks of equitable socio-economic development for all the sections of our society, independence from all social problems faced by our country, ensuring social justice for all. The different agencies at all levels that is Central, State and local are all working in this direction, with the support and backing of the government to improve the plight of all citizens in the country. The work output of these agencies is highly dependent on the quality of the personnel involved in this work. The personnel affect the social welfare administration and the progress of social development is greatly dependent on the personnel.

The three important components for the development task are men, money and material. Out of these three M's, men is the most important component, as men determine the quality and quantity of the output. It is the personnel who will use the money and the material to work for the objectives of social welfare. It can be said that effective administration is a combination of organization, resources and qualified and dedicated personnel. If the staff in the organization is good, then even with limited money and material, the organization can do a good job but if the staff is not effective even with the best material and enormous money the desired objectives may not be accomplished.

Staff planning or manpower planning means personnel management in social welfare administration. Staff planning plans for the requirement of the organization for work and its corresponding need for personnel. This requires specific personnel policy for social welfare. Some of the important components in Staff Planning that needs to be done by social welfare administration are:

**a) Organizational Planning and Development**

The social welfare administration needs to establish organizational objectives, goals and targets so as to ensure focused working of the organization. The organizational structure needs to be designed to facilitate maximum productivity by building of inter-personnel relationship within individual agency and the total system.

**b) Career Development**

The social welfare administration requires careful procurement of appropriate staff for the organization. So the process of recruitment and selection needs to be undertaken with utmost care, as the staff at all levels together help in achieving the objectives of the organization. The placements, promotion and transfer of staff need intelligent and careful supervision. The staff at all levels needs briefing, orientation, training and refresher courses so that they improve in their day-to-day working and promoting the organization to higher levels of productivity.

**c) Terms of Employment**

The staff will be efficient if they are satisfied and comfortable in life. Thus it is the responsibility of the organization to make its employees comfortable, for which the organization should provide required salary to the employee for the work he puts in and according to his educational qualification and experience. The administration should also plan incentives, fringe and

retirement benefits so that the employee gives his total dedicated service to the organization.

**d) Employee Welfare**

The social welfare administration should look into the welfare measures of the employees like medical facilities, leave rules, recreational activities, housing, leave travel concession, children's education etc. to take care of all the employee requirements.

**e) Personnel Records**

The employee's personnel files must be properly maintained. The performance appraisal should be according to their work output. This will make the employees output oriented and accountable about the work. Thus the efficiency of the organization will go up.

**f) Morale and Motivation**

Social welfare administration must work to improve the morale and motivation of the staff of the organization by financial and non-financial incentives, by good conduct and discipline and by encouraging higher professional standards. The employee's social and psychological needs are to be taken care of by social welfare administration.

**g) Management-Staff Relations**

The social welfare administration requires to follow measures that will establish healthy relationship between all levels in the staff structure of the organization.

There is need to look into the professional associations and unions and to encourage participative management in the organization by involving the staff in decision making at the organizational level.

**h) Personnel Research and Review**

The administration needs to develop more appropriate personnel programmes and policies, because if the staff improves, the organization will also improve. There is need to plan and decide programme areas with proper analysis and interpretation, to identify and implement follow-up improvement action for the progress of the organization

Proper handling of personnel system in social welfare agencies is an essential administrative activity in present times and it is recognized as a very important area too. Personnel policies in social welfare agencies are designed to motivate the staff to secure, develop and utilize manpower resource effectively in order to meet the organizational needs.

**Directing**

Directing is an integral part of social welfare administration and is the continuous task of making decisions and embodying them in specific and general orders and instructions thus guiding the enterprise. Directing can be explained as a process to help the staff members to learn according to their needs, to utilize their knowledge and skills and improve their capacities and abilities so that they perform their responsibilities and duties of their job efficiently.

The components of directing are listed below:

- i) Identifying the right person for the right job,
- ii) Encouraging the staff to develop interest in his work,
- iii) Teach the work to the new staff members,
- iv) Evaluate the performance by observing the staff member's understanding,
- v) Administrative changes to observe and put staff to the jobs that they can do best,
- vi) Rewarding staff for completing work well with in time and helping others to work better,
- vii) Establishing good spirit and teamwork so that staff work skillfully, intelligently, enthusiastically to finish delegated works.

Directing is an important tool for programme development and implementation. With proper direction the organization can perform well and accomplish its targets. Thus direction increases efficiency and productivity.

### **Co-ordination**

Co-ordination ensures prevention of duplication and overlapping of work so that administrative efforts, resources, staff work in the social development sector is not wasted. Co-ordination is most important to ensure the efficient and economical functioning of social welfare agencies. The social welfare agencies in India have shown a tremendous increase in numbers since independence. India is a large country, spread out over a large area, with diverse languages, religion and culture. Thus it has a large variety of problems too and these problems cannot be dealt with by the government alone, because these social problems need personal touch as social problems are complex in nature. It has also been observed that there is unequal distribution of the social welfare agencies. In some areas there are heavy concentration of these agencies, while in the interior parts of the country, in the difficult terrain and regions in the border areas there is paucity of social welfare agencies. Thus in some areas there is overlapping of services and in some areas services are not available. Social welfare agencies are spontaneous and voluntary in nature, and voluntary services are democratic. Any effort to co-ordinate will mean application of external pressure, which will not encourage the voluntary spirit. Co-ordination must be by mutual consent. Co-ordination between agencies and state is easy, but co-ordination among different agencies is very difficult. There has been no effort by the government to co-ordinate all the social welfare agencies.

Co-ordination can thus be defined as the process of getting into a harmonious relationship. It means co-operation and adjustment to achieve desired goals. Co-ordination means the integration of several parts into an orderly whole, to achieve the purpose of the undertaking. In other words, coordinating means the all-important duty of inter-relating the work of various divisions, sections and parts of the undertaking. When there is no co-ordination between groups and communities there is social maladjustments and the community cannot progress further. Thus we have to work in co-ordination with all agencies to arrest the social problems of the country. There has to be networking among all government and non-government agencies.

The main objectives of co-ordination are:

- i) Co-ordination avoids duplication of work and overlapping of work.
- ii) Co-ordination helps to remove the obstacles that come in the working in the social welfare sector.
- iii) It helps in economizing on the resources utilized by the social welfare agencies. The sharing of resources help in better utilization and better output.
- iv) Expenditure can get minimized in sharing resources.
- v) Co-ordination will result in minimizing competition among social welfare agencies.
- vi) Co-ordination will help in joint efforts in tackling social problems and this will result in better understanding of the social problems as there will be more manpower involved. This can also result in generating public opinion and passing new social legislations.

Co-ordination can be at two levels. One is that there has to be co-ordination within the agency. The different departments and the different staff members must be well coordinated. There must be open communication among all within the agency so that the results and output of the agency are as per desired objectives. At the second level there must be co-ordination among the different social welfare agencies.

Thus we can say that co-ordination will improve the working of social welfare agencies and their impact on the society. Co-ordination is an important component in social welfare administration. Co-ordination among different agencies could have a very positive affect in solving the social problems of the society. It could improve the standards of work and also help in better networking among different agencies.

### **Reporting**

Reporting is the keeping of proper records and keeping those people informed. The executive is responsible for keeping both the supervisors and subordinates informed of what is going on and for arranging for collection of such information through inspection, research and records.

The social welfare administration is responsible to maintain all kinds of records. All files are maintained by the administration. Records of all functions, programmes, meetings and the day-to-day functioning are kept by the administration. These records and reports help in evaluation and monitoring the work of the agency. Thus these reports are very important for the agencies that provide the funds to them. Reports are important for the community to understand the objectives and functioning of the agency. Thus it is the responsibility of the administration to carefully maintain all reports and records.

### **Budgeting**

Budgeting involves the financial administration of a social welfare agency. Financial administration is the system that revolves around the finances of the agency. This concerns with the raising, regulation and distribution of the resources for the growth of the agency. The agency collects funds from the community by means of donations, subscription or taxes and these funds are used for the organizational programmes and the running of the agency. A budget is a complete statement prepared showing the various sources of the money raised for a

particular period and the activities and programmes conducted with that money. Financial administration is one of the most important responsibilities of the social welfare administration and if this responsibility is not properly taken up, it can have serious consequences on the administration of the agency.

The purposes of the budget are:

- a) To understand the financial requirements of the agency. The budget puts forth the estimates from the grant giving agencies and the fund raising activities.
- b) Elaborates on how the money received will be utilized.
- c) It is a guide for all staff members on how the money needs to be utilized under the various sub-heading.
- d) Highlights to the community and beneficiaries, the source of the funds and how the money has been spent.
- e) To evaluate the objectives of the agency and the plans for meeting these objectives.
- f) To develop better budget formulation, review and decision-making.

POSDCoRB activities are common to all large scale organizations. They are the common problems of management found in the different agencies, regardless of the peculiar nature of the work they do. Like public administration, social welfare administration is also an instrument with two blades. One blade is knowledge of the subject matter and the other is the techniques that are applied. Both blades must be good to make it an effective tool. Thus, the proper scope of social welfare administration should include both the views i.e. POSDCoRB and subject matter.

Let us also briefly describe evaluation and feedback.

### **Evaluation**

Evaluation can be done at different time periods – weekly, monthly, half yearly and annually. Evaluation can be done by different teams: intra – agency evaluation, funding agencies and outside evaluation teams.

Evaluation is an exercise which will show whether the programmes and projects are going in the desired direction. Periodical evaluation will help in identifying hurdles and areas that require special attention. It is always helpful in successfully completing any project well within the time frame. The report writing exercise by a student of social work is one such example. As a student, you also must help the agency in its evaluation work, which is a learning activity for you.

### **Feedback**

Periodical feedback is an essential aspect of any programme and project. Feedback helps the organization to re-examine the success and failures and take appropriate action to rectify the wrong, if any. Feedback will only help in strengthening the project/organization. It will also enable in re-appropriation of funds for better results. Feedback will ultimately ensure the sustainability of any project/agency.

## The Integral View of Social Welfare Administration

Another view of the scope of social welfare administration has come into vogue during the last few years. Due to emergence of new social problems, the subject matter of Social Welfare Administration is expanding day by day. The already overburdened administrative machinery of the government itself, not being able to successfully tackle these problems, involves various non-governmental organizations for this purpose. Therefore, this view incorporates not only the subject matter of social welfare administration but the implementation aspect as well, which is primarily the focus of POSDCoRBEF view.

The scope of social welfare administration is quite diverse in nature. With the emergence of new social problems of entirely different nature, a new strategy needs to be evolved for their solution. It may require optimum utilization of available resources e.g. human, institutional, financial, technological, etc. in a changing context. The social welfare administration incorporates a number of factors that are significant in the entire process of successful solution of social problems.

### Check Your Progress 2

**Note:** Use the space provided.

- 1) List the process of planning in social welfare administration.

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- 2) What is the importance of staffing in social welfare administration?

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- 3) Briefly state the purpose of budgeting.

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## 2.5 LET US SUM UP

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In India the social welfare agencies cater to lakhs of beneficiaries spread all over the country. Thus it is important to follow continuous and systematic planning in the organization. The resources and capacities of the organization has to be appropriate according to the desired objectives of the organization. A well-planned strategy needs to be formulated for future opportunities, values and aspirations. If the social welfare administration functions are well understood and implemented then it will benefit maximum beneficiaries and social development for the country will not be a difficult dream.

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## 2.6 KEY WORDS

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**Decentralization** is the process of dispersing decision making, governance or distributing work among all in an organization.

**Monitoring** is the process of measuring the changes in the organization.

**Budget** is the list of planned expenses and revenues of an organization in the monetary form.

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## 2.7 FURTHER READINGS AND REFERENCES

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## UNIT 3 SOCIAL WELFARE ORGANIZATIONS

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*\*Beena Antony*

### Contents

- 3.0 Objectives
- 3.1 Introduction
- 3.2 Types of Social Welfare Organizations
- 3.3 Governmental Organizations
- 3.4 Non- Government Organizations
- 3.5 Bilateral and International Organizations
- 3.6 Donor Agencies and United Nations Bodies
- 3.7 Let Us Sum Up
- 3.8 Key Words
- 3.9 Further Readings and References

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### 3.0 OBJECTIVES

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This unit will give you an understanding of the different social welfare organizations that are working in the social welfare sector. These include the Governmental, Non-governmental, Bilateral and International organization. The unit will also explain the governance of the social welfare organization, the manner in which they function and their main areas of intervention.

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### 3.1 INTRODUCTION

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A 'Service' is termed a 'Social' if its aims the enhancement of the welfare of the individual or the community either through personal effort or by collective action. Social Services are the organized philanthropic actions to promote human welfare. Social services are understood differently in different countries. It is mainly more of relief services only among the European countries, whereas in Great Britain and Commonwealth Countries it has a wider connotation and includes areas like health, education, housing, welfare. In India, social services are usually meant as those activities which are for furthering the people's welfare and these include education, public health activities, social security measures, social insurance, social assistance, child welfare, corrections, mental hygiene, recreation, labor protection and housing.

India has had social welfare programmes, social service organizations, social reformers and social workers in the cause of social welfare since early times. Right through the centuries, this have been observed in the reign of King Ashoka or going back even to the days of Buddha, there have been many rulers and common people of India who trod the path of service to their fellow beings and adopted it as a life mission. Mahatma Gandhi's work in this sphere constitutes a continuance in the present century of the national tradition. The ideal of social welfare is thus not new to us; it is an integral part of our national history and culture.

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## 3.2 TYPES OF SOCIAL WELFARE ORGANIZATIONS

Social welfare organizations play a vital role in rendering Social Services in every country, especially in developing and underdeveloped countries. There are various kinds of social welfare organizations that differ in ownership, kind of service providers, source of funding and other characteristic differences. In this unit we will discuss about these various types of Social Service Organization and their working.

### Formal Organizations

Formal Organizations refer to a structure of well-defined jobs, each bearing a definite measure of authority, responsibility and accountability. Formal Organization lays down the pattern of relationship between individuals and the rules and regulations, which guide the behavior of individuals. Formal organizations follow the functions of POSDCoRBEF in its working.

### Informal Organization

Informal Organization is an outcome of social interaction between individuals in a formal organization. Whenever people work together, they evolve informal groups bound together by common, social, technological interest. Such groups constitute informal organization. Informal organization represents relationships between individuals in the organization based on interest, personal attitudes, emotions, prejudices, likes, dislikes, physical location and similarity of work. These relations are not developed according to the procedures, rules and regulations laid down in the formal organizational structure.

Informal Organization comes into existence because of limitations of the Formal Organization. It represents, “natural grouping of people at work”. The birth of small groups in an organization is a natural phenomenon. These groups may also overlap because an individual may be a member of more than one informal group. In many cases, informal groups come into being to support and supplement the formal organization.

The informal Organizations have the following characteristics:

- Customary and not enacted.
- No written rules and regulations.
- Does not follow an organizational charts in its working.

It must be noted that the informal organization is based on formal structure and cannot exist without it. The informal organization allows an organization a measure of flexibility, which is a functional necessity. However, the greatest weakness of the informal organization is its instability; its changeability and its unpredictability.

### Structured Organizations

It is important to note, “An organization is a group of people who are cooperating under the direction of a leader for the accomplishment of a common end”. The need for an organization arises when two or more persons unite together to achieve some common objectives.

Organization is one of the basic functions of social welfare administration. Its importance lies in the systematically evolved pattern of relationships designed to set in motion the process of managerial functions. Structured organizations are those, which are formed, and functioning with a clear structure or framework of relationship. As structure, organization is a network of internal authority, responsibility and relationships. It is the framework of relationships of persons, operating at various levels, to accomplish common objectives. Thus, a structured organization has got three major elements:

- Formal structure
- Definite authority
- Clear responsibility

When we think about structured organizations in a social work context, there are many organizations falling under this category. All these organizations have a clear structural framework, be it formal or informal organization. For example, registered social service organizations, social welfare departments and cooperative societies all have a defined structure.

### **Unstructured Organizations**

Unstructured organizations do not have a clear structure or framework. Various committees, community organizations, social action groups are some of the examples of unstructured organizations. They may be formed as per the requirement or given purpose, in order to achieve certain limited goals and objectives. Groups of people come together with the similar objective or ideology to accomplish a specific goal. They work in an unstructured manner, as all of them are equal in the role and duties. These organizations are formed for a short duration and they disintegrate when goals are met or cease to exist due to adverse factors.

## **3.3 GOVERNMENTAL ORGANIZATIONS**

The structure of welfare organizations differs in agencies, which are established under public sector from those, which are in voluntary or private sector. Public or Government agencies are based upon a law, administered within the framework of local, state and central governments and financed by the government. Individuals, or philanthropic, or religious, or humanitarian groups establish private agencies or non-governmental organizations; their management is vested with a board of directors. These organizations are supported mainly by contributions, donations, endowments or trust funds.

Our country has a long tradition of social service. Our sovereign and democratic republic stands committed to ensure social, economic and political justice to the people and usher in a welfare state. After independence, the concept of social justice became part and parcel of our Constitution and is reflected not only in the preamble, but also in the Directive principles of state policy.

Social welfare is defined as those services which are designed for those weaker and vulnerable sections of community who due to some hardship – social, economic, political, mental – are unable to make use of, or are traditionally denied, the use of these services. The scope of social welfare encompasses services relating to women, children, youth, aged, the handicapped, scheduled

castes and scheduled tribes, community welfare services, social defense, social welfare measures and social welfare services for other weaker sections of society.

In India the Government organizations are by the government and can be at three levels that is local, state and central level organizations. At the **Local level**, the social welfare services are through rural and urban local authorities.

Rural local authorities comprise of the panchayati raj institutions, which were introduced for local governance in the rural areas of the country. The three-tier system of panchayati raj consisting of gram panchayat, panchayat samiti and zilla panchayat and these are responsible to undertake the welfare activities for their respective areas. In fact, panchayati raj bodies are very much involved in implementing and administering the welfare programmes assigned to them.

The urban local authorities consisting of municipal corporations was created by the Acts of the concerned State legislature are assigned obligatory and discretionary functions in the field of social welfare. For instance, section 43 of Delhi Municipal Corporation Act, 1957 makes it incumbent on the corporation to make adequate provisions for construction and maintenance of drainage work, public latrines and urinals, water supply, pollution control, checking of dangerous diseases, provision of transport facilities, provision of medical relief and establishment of maternity and child welfare centers, etc.

The concept of democratic decentralization is essential in the field of development. The aspect of welfare has come to be understood as the primary responsibility of the individuals. Therefore, through people's participations and decentralization of power, the government is trying to achieve the goal of total development. Besides Government efforts, there are a number of non-government organizations working at the local level with more flexibility and proximity.

At the **State level**, the state governments and union territory administrations formulate and implement various kinds of welfare services programmes on their own in their respective jurisdiction for the benefit of the socially and economically weaker sections of the society.

The state government or the union territories administrations carry out their welfare commitments and programmes mainly through the departments of social welfare and voluntary organizations. At the state level, the Department of Social Welfare is the responsibility of the welfare minister and the secretary to government is the administrative head of the department. The secretariat helps, guides and advises the Minister in the formulation of policies of the department, in getting the legislation passed by the state legislature, and supervises the execution of the policies, schemes, projects and programmes undertaken by the Directorate.

The Directorate of social welfare is headed by a Director who is assisted by Additional Director, Joint Director, Deputy Directors, Administrative officer and supporting staff. In the field, the Divisional and District Social Welfare Officers function at the district level and execute the various welfare programmes in their respective jurisdictions. The administrative and staffing pattern at all the stages is more or less the same and so are the kinds of welfare services provided in each state except for some minor variations.

The functions of the State Social Welfare Boards are as follows:

- i) To promote the growth of voluntary social welfare agencies, with special reference to development of welfare services in all areas.
- ii) To administer the grant-in-aid programme.
  - a) On behalf of the Central Social Welfare Board for development and capital grants and
  - b) On behalf of the state welfare governments for maintenance grants.
- iii) To assist the Central Social Welfare Board in the provision of a field counseling services for aided agencies
- iv) To administer the programmes of rural welfare projects.
- v) To stimulate effective coordination among voluntary welfare agencies at the States and local levels.
- vi) To assist the Central Social Welfare Board and State Government in the further development of welfare services.

At the **Central level**, also called the Union level although the responsibility of formulating overall policy and planning of social welfare programmes rests with the department of social welfare, the initiation and execution of certain welfare services and stimulating the effective coordination among voluntary welfare agencies especially at the national level will rest with the Central Social Welfare Board.

### **Central Social Welfare Board (CSWB)**

The important landmark in the history of voluntary social welfare was created in 1953, with the provision of Rs.4 Crore for the social welfare sector in the First Five Year Plan. The dilemma before the country's planners was whether this amount should be utilized through government machinery or by voluntary agencies, as at that time there was no independent department of social welfare at the center, nor at the state levels. Under the leadership of Pt. Jawahar lal Nehru our then prime minister, it was decided that social welfare needed a special kind of machinery that had components of flexibility, dedication and closeness to the country's people. It was then felt that it should be handled not by the government machinery but by the voluntary workers who had dedicated their service to the needy. Accordingly, an autonomous board was created which was charged with the responsibility of preparing plans and schemes to be funded from out of the provision made in the Five Year Plans. An outstanding social worker was made the Chairperson of the Central Social Welfare Board. Dr. (Mrs.) Durgabai Deshmukh was its first Chairperson.

The main function of the Board was to give grant-in-aid and technical guidance to Voluntary Organizations engaged in different types of social welfare activities. One of the functions of the board was also to create organizations in the areas where these did not exist. It was found that in those days in the slum and rural areas, there were no services for women and pre-school children. The Board accordingly launched a scheme named the family and child welfare projects. The present integrated child development services (ICDS) programme was the outcome of these efforts.

Central Social Welfare Board was set up on the recommendations of the Planning Commission as a semi-autonomous body, but the power of the administration

was vested in the ministry of education. It was registered as a company from 1<sup>st</sup> April 1969 under section 25 of the Indian companies Act, 1956 in order to have greater autonomy and flexibility.

Objectives of the Board:

- Promote the growth of voluntary social service agencies.
- To assist voluntary welfare programmes for the specific groups of persons who need special help, like women, children and the handicapped.
- To coordinate the welfare schemes of various central and state government.
- To develop new programmes of welfare and organize pilot projects that are innovative and closer to the common man.

A cabinet minister, who is assisted by the Minister or the Deputy Minister, heads the Ministry of welfare. The Department has two broad divisions: one headed by the secretary – welfare and the other headed by the secretary, department of women and child welfare. The secretary-welfare is assisted by an additional secretary. In the wing, there are directors, deputy secretary, under secretaries, joint directors and other officers to handle the tasks. The ministry is assisted in its functions by a number of subordinate organizations, national commissions and national institutes over which the ministry exercises its administrative control. These are enlisted below:

- Central social welfare board
- National commission for scheduled castes and scheduled tribes
- Minorities commission
- National institute of social defense
- National institute for the visually handicapped
- National Institute for the Orthopaedically Handicapped
- National Institute of Rehabilitation

### **Activities of the Ministry**

The Ministry has been taking up large number of subjects and accordingly undertakes multi-dimensional function related to the welfare of various sections in the society like:

- Policy, planning and coordination of programmes
- Operations of central and centrally sponsored schemes
- Guidance and direction to the state
- Association with Planning Commission
- Convening of conference of state minister/secretaries of social welfare
- Constitution of commission, committees/study teams
- Assistance to voluntary organizations
- Informal and mass education activities
- Publications
- Research, education and documentation
- Participation in International Conferences, seminars and workshops.

### Check Your Progress 1

**Note:** give the answer in the space provided.

- 1) What are structured organizations?

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- 2) Highlight the working of government organization in social welfare at the central level.

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## 3.4 NON-GOVERNMENTAL ORGANIZATIONS

State is not the only association working in the society; there are a large number of non-governmental organizations, also called voluntary organizations, which perform varied functions for the welfare, integration and development of the people in the society.

The term “Voluntarism” is derived from the Latin word “Voluntas” which means “will” of “freedom”. Political scientists defined “freedom of association” as a recognized legal right on the part of all persons to come together for the promotion of a purpose in which they are interested. Article 19(1) C of the Constitution of India confers on the Indian Citizens the right “to form associations”. In the United Nation terminology voluntary organizations are called Non-Government Organizations.

- i) According to Voluntary Action Network India (VANI), an apex body of Indian NGOs, the total number of NGOs in India is nearly 1.2 million. Of these 53% are rural based, and the remaining 47% urban based. Interestingly 49.8% of the total are unregistered organisations. NGOs vary greatly in size - International and national NGOs may have huge staff structure while local and regional NGOs are generally smaller.
- ii) Range and scale of activities also differ significantly among NGOs. They work In/with diverse:
  - a) geographical areas (hilly, desert, plains, coastal areas, forests, etc.);
  - b) locale (urban, rural, tribal);

- c) area of operation (health, education, livelihood, disability, environment protection, social welfare, skill upgradation, training, capacity building)
  - d) clientele group (women, children, aged, youth, families)
  - e) approach (preventive, ameliorative, curative, supportive advocacy, empowerment, welfaristic)
- iii) NGO funding generally comes through donations, government assistance and a variety of other sources, but profit motive is excluded. However, now-a-days, big business houses are setting up their own trusts and NGOs for routing their work related to CSR. By and large, NGOs may obtain their funding through individuals, groups, donations, national and international service agencies, business houses, and charitable trusts specially set up to give donations.
- iv) NGOs aim to make significant contributions to socio-economic development. They can deliver services to hard-to-reach communities in a more efficient, cost-effective manner. Though, one may find variability in terms of intention and motivation to serve humanity among NGOs, in general, it is believed voluntary agencies demonstrate a sense of commitment. Many times, assumably, they may not have relevant expertise but commitment and motivation to do something to help the downtrodden is in abundance. For instance, Child Rights and You (CRY) was founded by a 25 year old airline purser and his seven friends with mere contribution of Rs.50 each. And today, CRY has become a brand name of work for the rights of children.
- v) NGOs usually demonstrate greater creativity and innovation, high motivation, sensitivity and better management skills, dexterity in rapport building with the poor and needy, greater understanding of the grassroots issues and community mobilization and are affected less by bureaucratic constraints. Since they are not bound by rigid bureaucratic rules and procedures, they can operate with greater flexibility. Efforts made by NGOs are more economical and effective. It is also believed that voluntary organisations can ensure public participation in developmental efforts more efficiently than the government departments.
- vi) Because of the commitment and flexibility, NGOs are often able to reach out to poorest of the poor, in remote areas that are either overlooked by the State or do not figure in priority. Providing immediate relief work to making marginalized community empowered – NGOs offer tailor-made and requirement-specific interventions.
- vii) Since most NGOs Work at grassroots level the they have much better understanding of the socio-cultural milieu of the community, its historical and temporal underpinnings, attitudes and values of the community people. Thus, they have the authentic and firsthand knowledge of the local conditions, giving them insight into the felt and actual needs and problems and a foresight for specific plans and interventions.

### **Definitions of Voluntary Organizations**

According to Lord Beveridge, “A Voluntary organization, properly speaking, is an organization which whether its workers are paid or unpaid, is initiated and governed by its own members without external control.”.

Main characteristics of Non-Government Organization/Voluntary Organizations:

- i) It is registered under the Societies registration Act, 1860, the Indian Trusts Act, 1882, The Cooperative Societies Act 1904 or Sec. 25 of the Companies Act, 1956, depending upon the nature and scope of its activities to give it a legal status.
- ii) It has definite aims and objectives and programmes.
- iii) It has an administrative structure and duly constituted management and executive committees.
- iv) It is an organization initiated and governed by its own members on democratic principles without any external control.
- v) It raises funds for its activities partly from the exchequer in the form of grants-in-aid and partly in the form of contributions or subscriptions from members of the local community and/or the beneficiaries of the programme.

Non-government organizations are called by different names by way of the inception. Let us discuss some of them:

**Charitable organizations** are those organizations established for helping the poor or needy people. These organizations are mainly formed to serve the needy through a charitable approach. The Missionaries of Charity is one example of such charitable organizations. Most of its workers are fully dedicated to service and they serve without expecting anything back. These institutions provide institutional care to the poor and neglected. They also provide food, clothing and medical treatment for needy people.

The charitable organizations are registered under the Charitable Endowment Act –1890. Section 2 of the Charitable Endowment Act defines ‘charitable purpose’ as including general relief to the poor, education, medical relief and the advancement of any other object of general public utility.

### Societies and Trusts

The Voluntary Organization can be registered under the Societies Registration Act – 1860, Indian Trusts Act – 1882 or under Section 25 of the Indian Companies Act – 1956. Most of the non-governmental organizations are registered under Societies Registration Act. 1860.

Societies are formed with some deliberate intention following some system in their day-to-day affairs as well as rules for their governing and proceedings. The following activities should be handled properly, since it is vital for better functioning of any organization.

- Primary study on the attainability of the objectives stated by the organization.
- Recruitment of manpower, right people for the right job, to attain the organizational goals.
- Drafting of a constitution, which consists of memorandum of association and rules and regulations.
- Making sure of the registration of the society by appropriate legal authority.

Memorandum of Association and rules and regulations are two important parts of a society’s constitution. While memorandum of association defines the object of the organization recognized and approved by the Registrar, rules and

regulations define the internal management principles, which is binding on the members. Societies are more democratic in their setup. Usually elections are conducted to elect the managing committee. In some cases, founder members may be permitted to remain life members of the managing committee.

### Trust

Welfare programmes are also run by charitable trusts. The Indian Trusts Act – 1882 provides room for registering and running Public, Private, Religious and Charitable Trusts. A Trust is an obligation annexed to the ownership of property and arising out of a confidence reposed in and accepted by the trustee(s), for the benefit of another and the owner. The following are the objects of a charitable trust:

- Trusts for the relief of poverty
- Trusts for the advancement of education
- Trust for the advancement of religion and
- Trusts for other purposes beneficial to the community. (Not falling under any other three heads, e.g., renovation of roads, supply of water, repairing of bridges, etc.)

The government of our country has encouraged the emergence of non-government organizations. In the Seventh Five Year Plan the government emphasized the importance of the role of the non-government organizations to take part in the development process of the country. The government wanted the non-government organizations to take up an important role in social development, these duties and responsibilities are put down below:

- i) To supplement the efforts of the government to provide choices and alternative to the rural population.
- ii) To be the eyes and ears of the village population, so that the laws, legislations, new knowledge and information can be brought to the village people.
- iii) The voluntary organizations must take up pilot projects with innovative ideas which if successful can be implemented on larger scale.
- iv) To stimulate the delivery systems to provide services to the population at the grassroot levels.
- v) To disseminate information.
- vi) To help the communities to become self-reliant and independent.
- vii) To initiate manpower resources in communities for community organization.
- viii) To bring in science, technology and innovations to homes in the community. For example teaching the village population of newer and better methods of cultivation.
- ix) To train grassroot workers to deal with community problems and to encourage volunteerism.
- x) To mobilize resources of the community.
- xi) To encourage community participation, to make the community responsible and accountable of what is happening in the community.

In a democratic, socialistic and welfare society, voluntary/non-governmental organizations play a very important role. Non-government organizations in India have played an important role in the development of the country. They share responsibility with the government to bring in social development with social justice. In recent times we observe a great increase in the number of non-government organizations that are working on the government programmes or have implemented their own programmes for the development of the weaker sections of the population. Let us discuss the main **functions** of the non-government organizations:

- a) Human beings by nature are gregarious: The urge to act in groups is fundamental to them. People therefore form groups and associations voluntarily for their benefit as also of others with a view to lead a fuller and richer life. This phenomenon is reflected in voluntary associations, which are formed for promotion of recreational and cultural activities, social services and professional interests.
- b) A pluralistic society with a democratic system requires a multitude of independent, non-government organizations to serve as a buffer between the individual and the state and thus preventing the government from developing monopoly in various fields.
- c) Organized voluntary action helps groups and individuals with diverse political and other interests, contributes to strengthening the feeling of national solidarity and promotes participative democracy.
- d) The state does not have the requisite financial resources and manpower to meet all the needs of its citizens. The non-government organizations by raising additional resources locally can meet uncovered needs and enrich local life.
- e) Community participation can be promoted by non-government organization as they are closer to the people. People respond better to them as compared to government agencies.
- f) Creating a sense of responsibility through direct involvement. Non-government agencies due to their personnel touch are in a better position to design and implement programmes in the community.
- g) Correcting planner's mistakes. Non-government organization with people's participation can point out mistakes in planning, policy making, social welfare administration etc.
- h) Creating public opinion. The non-government organization can work for better understanding and positive attitude among the target groups on particular issues. Like organizations working against stigma and discrimination towards HIV/AIDS people.
- i) Formulating new policy through public opinion. The non-government organizations can make the policy makers aware of ground realities and the exact need and problems faced by the general public. Non-government organization can also work towards promoting new social legislations for betterment of the society.
- j) Flexibility and experimentation. The non-government organization are autonomous and thus have greater freedom to be flexible in their functioning and can experiment new methods and programmes.
- k) To compliment and supplement government initiative. India is an enormous

country with diverse issues and problems, non-government organization can help in government programme implementation and in formulating new programmes for the community people.

Thus “Non-Governmental Organizations” give concrete expression to the fundamental rights such as freedom of association and expression and by identifying the needs of individuals, groups and communities, and by initiating projects and programmes to meet their needs. The non-government organizations also aim at sharing the responsibility of the state in providing minimum needs of the citizens, covering the areas of uncovered and unmet needs, preventing the monopolistic tendencies of the governments, and educating citizens about their rights and obligations. They further aim at raising resources through contributions and donations and help to organize activities of non-partisan and non-political nature for the well-being of the society.

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### 3.5 BILATERAL AND INTERNATIONAL ORGANIZATIONS

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#### **Bilateral Organizations**

The word bilateral means, “Agreement made between two countries”. In these, two countries make agreement to have duty free entry of donated supplies for relief and rehabilitation of the poor and the needy without discrimination of caste, creed or race. Under these agreements, commodities like food grains, milk power, cheese, processed food stuff, drugs, medicines, multi-vitamin tablets, hospital equipment and supplies like ambulances, mobile dispensaries, agricultural implements, etc., are received by approved organizations, located in respective countries. Government of India encourages such assistance. The Ministry of social justice and empowerment operates the bilateral agreements on gift deliveries entered into by the Government of India with the Governments of Federal Republic of Germany, Sweden, Switzerland, United Kingdom, and United States of America.

The Food Corporation of India is entrusted with the responsibility of handling the port operations work in respect of gift consignments, coming under the agreements on payment for the services at approved rates. The expenditure on handling clearance and inland transportation of gift deliveries to the approved consignees’ destination is borne by the Ministry as per the terms of the Agreement.

#### **International Organization**

Though the well being of the people is the concern of the state, it cannot be fulfilled due to the lack of financial resources, manpower and other resources. Therefore the state depends upon the help and support of other nations and countries to ameliorate the lot of its poor and needy. It is based upon the recognition that the International cooperation in social welfare is needed in order to secure social and economic welfare of human beings everywhere. International social welfare organizations can be classified into five groups:

- 1) Government agencies of international character, e.g. United Nations, World Health Organization, International Labor Organization.
- 2) Private International Organizations, e.g. The International Conference of

Social Work, World Federation of Mental Health, The International Union for the Child Welfare.

- 3) Private International Organizations have autonomous organizations in each country, e.g. International Red Cross, the YMCA and YWCA.
- 4) National government agencies extend their help to other countries, e.g. The United States Technical Cooperation programme popularly known as four point programme.
- 5) National Private Agencies extend their social services to other countries, e.g. the Ford Foundation and the Rockefeller Foundations in India.

### **International Organizations in India**

Among the International agencies which first organized their activities in India may be included the Red Cross, the YMCA and the YWCA. These organizations are now working in India through their national organizations, which are autonomous in all respects. After World War I, the League of Nations initiated certain International organizations, which in due course began to work in India. Among these, the most important was the International Labor Organization. Then, came, after the end of the World War II, the United Nations Economic and Social Council, the UNICEF, the WHO, and the FAO among other agencies, which have recently established their regional offices in India, is the International Union of Child Welfare.

In addition to the agencies mentioned above, the names of some more International Organizations may be added:

- Action for Food Production
- Cooperative for American Relief Everywhere
- Catholic Relief Services
- Indo-German Social Services Society
- International Association of Lion's Club
- Rotary International
- Salvation Army.

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## **3.6 DONOR AGENCIES AND UNITED NATION BODIES**

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### **Donor Agencies**

One of the major activities of any Non-Governmental Organization is mobilizing financial support for its activities. A number of national and international organizations are providing funds to the social service organizations. Such agencies are known as donor organizations. They give support to the social service activities on the basis of the project proposals, submitted by the organization. Generally donor agencies are providing funds and other services to the registered organizations for their various social activities for the needy and marginalized. The amount of their support varies from project to project according to the requirements or the gravity of the problems. The donor agencies mainly raise funds from its citizens and the government. Some of the donor agencies are:

- Global Fund

## **Social Welfare Administration**

- Bill Gates Foundation
- William J. Clinton Foundation
- Ford Foundation
- CMMB (Catholic Medical Mission Board)
- USAID (United States Agency for International Development)
- AHF (AIDS Healthcare Foundation)
- Caritas India
- Church Auxiliary for Social Action (CASA)
- Danish International Development Agency (DANIDA)
- Christian Children's Fund
- World Vision
- Co-operative for American Relief Everywhere (CARE)
- Catholic Relief Services (CRS)
- Indo-Global Social Service Society (IGSSS)
- Cordaid, Germany

### **United Nation Bodies**

The United Nations has set up various organizations for groups needing special help. Their contributions to international welfare may be discussed as follows:

#### **United Nations Children's Emergency Fund (UNICEF)**

The United Nations International Children's Emergency Fund (UNICEF) was established by the General Assembly on 11<sup>th</sup> December 1946. Its purpose is to help developing countries to improve the condition of their children and youth. UNICEF provides assistance in such fields as health, nutrition, social welfare, education and vocational training. It also helps governments to assess the important needs of their children and plan comprehensive programme to meet them. A large part of UNICEF aid is in the form of providing equipment, drugs, well-drilling rigs, school garden supplies, prototype equipment for day care centers and equipment for the production of the textbooks. UNICEF was awarded the Nobel Peace Prize in 1965 and the Indira Peace Prize in 1989.

#### **United Nations High Commission for Refugees**

The office of the United Nations High Commission for Refugees (UNHCR) was established on 1<sup>st</sup> January 1951. It provides legal protection, and at the request of a government, material assistance for the refugees. UNHCR was awarded the Nobel Prize in 1954.

There are a number of other U.N. bodies working for the social welfare. Some of these organizations are:

- United Nations Center for Regional Development.
- United Nations Development Programme
- United Nations Educational, Scientific and Cultural Organization

- United Nations Environment Programme
- United Nations Institute for Training and Research
- United Nations Research Institute for Social Development.

### Check Your Progress 2

**Note:** Give the answers in the space provided.

- 1) Discuss the characteristics of non-government organization.

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- 2) What are International Organizations?

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- 3) Describe the main purpose of UNICEF.

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## 3.7 LET US SUM UP

This unit helped us understand what are social welfare organizations. This unit in detail explained the different types of social welfare organizations that are operational in our country. This unit also elaborately explains what are government organizations and how they work at the three levels and minutely explains the functioning of non-government organizations in India.

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## 3.8 KEY WORDS

**Organization:** An organization is a group of people who are co-operating under the direction of a leader for the accomplishment of a common end. The need for an organization arises when two or more persons unite together to achieve some common objectives.

**Formal Organization:** It refers to a structure of well-defined jobs, each bearing a definite measure of authority, responsibility and accountability.

**Informal organization:** It is the outcome of social interaction between individuals in a formal organization. Whenever people work together, they evolve informal groups bound together by common social, technological and work interests. Such groups constitute informal organizations.

**Voluntary Organizations:** A Voluntary Organization is an organization which whether its workers are paid or unpaid, is initiated and governed by its own members without external control.

**Bilateral Organization:** The word bilateral means, “agreement made between two countries”. In this, two countries make agreement to have duty free entry of donated supplies for relief and rehabilitation of the poor and the needy without discrimination of caste, creed or race.

**Donor Organizations:** These organizations provide funds to social service organizations to carry out social welfare activities.

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### 3.9 FURTHER READINGS AND REFERENCES

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## UNIT 4 MANAGEMENT OF SOCIAL WELFARE SERVICES

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*\*Archana Kaushik*

### Contents

- 4.0 Objectives
- 4.1 Introduction
- 4.2 Ingredients of Management
- 4.3 Organizational Climate
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- 4.5 Public Relations
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- 4.8 Capacity Building
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- 4.10 Let Us Sum Up
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### 4.0 OBJECTIVES

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Execution and management of social welfare services are the major aspects of social work practice. In this unit, you would be studying about certain characteristics of social welfare administration that influence service delivery. You would be learning about bureaucracy, authority, power, leadership and work culture. After reading this unit, you should be able to gain insight into creating a work oriented atmosphere, understanding relationship and working with professional team. Fund raising and public relations are two important aspects of social welfare administration that are covered in the unit. Conflict resolution and dealing with burnouts are also discussed. You would also gain information about certain important topics like social auditing and transparency that are gaining significance in social welfare administration.

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### 4.1 INTRODUCTION

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Social welfare administration, though considered a secondary method of social work practice, plays a significant role in the service delivery system. Success of any programme meant for the well-being of any population group depends to a large extent on the efficacy of its administration. In this unit, we would look into various ingredients of social welfare administration like bureaucracy, authority and power, leadership, team-work and so on. Before looking into these characteristics, let us first understand the constituents of social welfare administration system in India.

In India, welfare activities have traditionally been rendered by religious and philanthropic organizations of voluntary nature. Now-a-days, we see various

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actors are involved in planning and delivery of social welfare services – the government, the non-profit organizations, philanthropic and charitable organizations, community based organizations, the corporate sector, national and international organizations bound by bilateral and multi-lateral ties and so on. Voluntary organizations are taken as lesser bureaucratic, while government and similar large scale organizations are less flexible and firmly abide by the rules and regulations. Style of leadership is an important ingredient in management and social work professionals, in this regard, have to decide whether they would prefer transformational or transactional leaderships.

This multiplicity of actors or constituents of social welfare administration system rules out possibility of any uniformity and homogeneity in terms of organizational characteristics and service delivery. These organizations differ in terms of their level of bureaucracy, leadership styles, financial positions, work culture, authority, power, fund raising abilities, communication skills, and the like. All these factors and many others play crucial role in the management of programmes and projects. Globalization and related factors have resulted in workforce diversity that influence motivation, teamwork, conflict resolution and burn outs. In subsequent sections you would be studying about these aspects of management of social welfare services. Let us first understand about certain crucial ingredients of management like bureaucracy, authority, power, leadership, etc., that, influence the efficacy of service delivery system.

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## 4.2 INGREDIENTS OF MANAGEMENT

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**Authority, power and status:** An organization is considered to be a web of inter-relationships, which are more often than not, coloured with authority, power and other formal and informal patterns of communication. In common parlance, authority and power are taken as synonymous. In fact, authority is defined as the decision-making right –when a right to take a decision with regard to a particular matter is vested in a particular position, that position is said to possess the said authority. On the other hand, power is one's ability to influence other's behaviour. It may so happen that an individual influencing others' behaviour is at a very low level in the organizational hierarchy.

Thus, authority is legal or legitimate while power is non-institutional. As each position in the organizational structure is entrusted with a certain responsibility, authority given should be adequate to handle that responsibility. No employee can work effectively if he/she lacks the requisite authority. Authority may be traditional (derived from tradition or norms), charismatic (derived from personal charisma or divine or exceptional powers) and legal authority (derived from principles, rules, regulations laid down by an organization). Status, on the other hand, is the location of people in comparison to others. It is some type of prestige grading that is in consonance with authority vested in a person. It influences motivation levels of employees and must be used by managers effectively.

Likewise, distribution of work in itself contains seeds of power-generation. There can be many bases of power as proposed by French and Raven – legitimate (power-holder enjoys legal/legitimate authority), reward (power-holder has the power to grant promotion, rewards, etc.), coercive (power-holder has the power to hire, fire), expert (power holder possesses specialized knowledge, which others lack) and referent (power-holder has amicable attractive

personality or connection with high-ups in the organization). It may be possible that a person with authority may not be having matching personality to command respect and acceptance from his/her subordinates and a person with power may not possess legitimate authority.

Authority, power and status are significant ingredients of administration that play crucial role in motivation, job satisfaction, politicking, and other aspects of organizational behaviour.

**Bureaucracy** is frequently used and abused word, which in common parlance connotes mindless application of the letters of the rules without any compassion, judgment or empathy. In olden times, organizations were smaller and there was face to face contact with the owner and the workers/employees. With establishment of large sized organizations and employment of huge number of people dispersed over wide geographical locations, bureaucratic administrative framework was considered an ideal type. Certain salient characteristics of bureaucracy are – division of labour (division of work based on specialization and efficiency), hierarchy of authority (unity of command pattern between scalar and hierarchal pattern of subordinates and superiors), maintenance of formal written documents and extensive filing system, strict abidance of procedures, rules and regulations, expert training (on job orientation and refresher courses for employees), impersonality of interpersonal relations (interpersonal dealings are formal, impersonal and wholly devoid of emotions and sentiments) and rational programme of personnel administration (person's expertise and caliber as criteria for recruitment rather than ascriptive factors and fixed system of salary scale and promotion).

Max Weber, considered as Father of Bureaucracy, and his followers have maintained that these (above mentioned) characteristics of bureaucracy would bring rationality, uniformity, and efficiency in an organization. In modern times, no organization is wholly free from bureaucratic characteristics, though the degree may vary depending upon the type, size, structure and purpose of the organization. A critical look at present day organizations, especially those engaged in social welfare activities, bring out that over-conformity to rules stifles initiative, innovation and flexibility, and leads to delayed decision-making and red-tapism. At times, long hierarchy and cumbersome procedures defeat the very purpose for which the organization is set up. Specifically, in the case of social welfare administration, these negative outcomes of bureaucracy affect the service delivery system to a great extent.

**Motivation** is crucial factor to determine the health of the mind of the employees as well as organizational health. It is the process that accounts for an individual's intensity, direction and persistence of efforts towards attaining a goal. Only the ability or dexterity of employee is not sufficient, rather the will to work plays vital role in his/her performance. So, the job of managers or administrators does not end by recruiting suitable professionals for the job at hand, but retaining and maintaining their motivation and morale is also their duty.

Motivation is a highly dynamic and complex variable in organizational behaviour. The advocates of scientific management and classical theories thought that if basic needs of employees (food, shelter, security, etc.) are taken care of and productivity is linked to rewards, their motivation levels remain high. However, contemporary concepts of motivation take into account significance of informal groups, participative leadership, open communication, etc. A quick look at

relevant theoretical propositions would be beneficial (since you already have read about most of these theories in psychology, here, they are not elaborated upon). Abraham Maslow's Need Priority model (an individual attempts to satisfy needs in an order – physiological needs, safety security needs, social affiliation needs, esteem needs and self-actualization needs) gave the managers idea to take care of basic needs of employees so as to maintain their motivation to work. In his Theory X & Theory Y, Douglas Mc Gregor proposed two distinct views of human beings – one basically negative (labeled theory X) and other basically positive (labeled Theory Y). In theory X based on assumptions that employees, by nature, dislike work, are indolent and self centred, passive and resistant to change. So, economic incentives, reward, punishment, persuasion, control and direction are required to keep employees motivated. Contrary to this Theory Y maintains that employees are self-directed, motivated and responsible and management has to provide opportunity for development and advancement. Next, Herzberg's Two-Factor Theory of Motivation delineates two sets of factors that act as motivators (possibility of growth, responsibility, advancement, recognition) and hygiene or dissatisfiers (interpersonal relations with superiors, subordinates, job security, salary, etc.). As administrator, one should be careful about presence or absence of these factors to ensure conducive working environment. On the other hand, we have a wide range of contemporary theories on motivation, some important ones are mentioned here. ERG (Existence, Relatedness and Growth) theory is modified version of Maslow's theory based on empirical evidences which postulates that three sets of needs – existence (physiological and safety needs), relatedness (social affiliation needs) and Growth (esteem and self-actualization) are highly inter-related and more than one set of needs may be operative at the same time or gratification of higher level needs may give rise to desire to satisfy lower level needs. Goal setting theory says that specific and difficult goals with feedback lead to higher performance. Reinforcement theory maintains that behaviour is environmentally caused. Equity theory says that individuals compare their job inputs and outcomes with those of others and then respond to eliminate any inequalities. Relevance of these theories would be discussed in subsequent sections.

**Leadership** is the ability to influence a group towards the achievement of goals. In the social service sector, it is very crucial. It rests upon leaders and managers to get the organization realize its objectives. However, the primary task of the leadership also varies according to the stage of the organizational development. It varies from the early leadership which is primarily focused on demonstrating the usefulness of the new organization to the donors and the community – to the leadership which is more mature and which mainly involves expanding the scale of operations, mobilization of funds, organizational procedures and networking, etc.

Let us review some of the salient theories on leadership. Trait theories consider that certain inherent personal qualities determine leadership traits among certain individuals. On the other hand, behavioural theories of leadership maintain that people can be 'trained' in leadership. In contemporary times, there are two main types of leadership styles in use – transactional leadership and transformational leadership. Transactional leaders are those who guide or motivate their followers in the direction of established goals by clarifying role and task requirements. In contrast transformational leaders are those who inspire

followers to transcend their own self-interests, and who are capable of having a profound and extraordinary effect on followers. It is maintained that transformational leadership style has an edge over transactional leadership.

### 4.3 ORGANIZATIONAL CLIMATE

In this section, we would be studying about organizational behaviour and work culture in the backdrop of globalization with special emphasis on social welfare administration. The field of organizational behaviour is concerned with the study of employees' behaviour in an organization and its effects on the performance of the organization.

In the advent of globalization, numerous changes have occurred in work culture and the organizational climate. Now, more than ever before, employees are from different socio-cultural background and with diverse personality types, values and priorities. Social work paradigm has also changed from welfare to empowerment orientation. Beneficiaries are no more passive receptors, rather active actors in their own development and well-being process. Perspective and process of service delivery have also changed remarkably. Service providers are becoming more heterogeneous in terms of gender, race, ethnicity, sexual orientation and other factors. Likewise, certain categories of workforce diversity, say, religious and caste minorities, SC/ST/OBC, disabled persons, displaced persons, gender issues, age factors, temporary/casual contracts and so on influence work culture much more in social work than in any other profession. Let us take a look at some of the knotty issues you may have to deal with in creating an encouraging work culture.

**High Job Turnover:** Social welfare administration system, in India, is dominated by voluntary sector that is, along with many positive aspects is also characterized by adhocism, regional imbalance, social Darwinism, where programmes are, more or less, fund driven rather need driven. Social work professionals for jobs do not enjoy preference in welfare administration and have to compete with candidates from psychology/sociology and other social science background. There is often job dissatisfaction because of low salaries, insecurity because of ad-hoc/temporary project based jobs and not much independence for implementation of creative and innovative ideas and so on.

**Social Darwinism:** In common parlance, cut throat competition between organizations and also among colleagues is termed as Social Darwinism that leaves lesser scope of team work, coordination and cooperation. The system of funding at the macro level also promotes competition and conflict situations arise in the voluntary sector. Within the organization, ego-clashes, divergent personality factors, informal group cohesiveness, politics and rumors, different styles of performing tasks all tend to hamper inter-dependence and team work and also service delivery.

**Personal-professional Self:** This issue is quite pertinent to welfare administration and social work professionals. During formal and informal interactions at workplace, employees tend to develop likes and dislikes regarding their colleagues. Added to this, increasing conflicts, tensions and stressful situations in modern times, in personal life of social workers may hamper their 'professional self' that demand them to be compassionate, empathetic and devoid of their own tensions, pains and frustrations, which is not true at all the times.

**Positive Relationship:** We may infer that creating a positive climate for nurturing positive professional relationship characterized by feeling of mutual respect, trust and interdependence is vital for social welfare administration in order to realize its objectives. It contributes to the success of total enterprise. Persons who are well related to one another seek for even higher standard of performance. Trustworthiness, responsibility, articulating sound philosophy for personal growth, good channels of communication, etc., ensure positive climate. A positive climate is created when agency procedures and policies are clear. Positive climate is also created when sharing of work together happens. Social workers occupying the position of managers/administrators have a role and a responsibility for the creation of such a positive work culture.

**Healing touch:** In the field of welfare administration, employee's behaviour is all the more crucial as, more often than not, it requires 'healing touch' so as to have soothing effects on clients' problems, crises, pains and frustrations. Lack of human touch and compassion on the part of service providers is likely to defeat the very purpose of the programmes and services meant for welfare and well being of the disadvantaged sections of the society. On the other hand, when staff members and volunteers work in harmony there seems to be greater likelihood that the agency would attain its goals and that the clients and care providers would have a good experience together. Working together in harmony, with devotion and conviction would lead to meaningful endeavours. Bureaucratic characteristics may be necessary for large sized organizations but it is important that inflexibility, too much emphasis on rules and procedures, red tapism, and the like may be avoided so as to maintain human touch and caring attitude in service delivery.

Maintaining **morale and motivation** of staff, regular training, equality of opportunity for career development, democratic decision-making processes and smooth intra-organizational communication is very vital for harbouring positive work culture.

Next crucial function is **coordination** within the organization. The work atmosphere of an organization can be assessed from the relationship and coordination that exists between the various departments of the agency, among staff members and between the staff and the management.

Another aspect is the **participative decision-making**. Similarly, all staff should have an equal opportunity to contribute to the decision-making – which would lead to an enhanced feeling of commitment and a joint sense of responsibility. It also creates a congenial atmosphere for creativity.

The social workers as managers need to be dexterous in handling problems and issues that come in the way of a positive work climate. They should keep in mind the practical implications of conceptual and theoretical understanding of ingredients of management discussed above. They need to be skillful in dealing with work force diversity based on certain biographic characteristics like age (researches bring out that age is directly proportional to job satisfaction and inversely proportional to job turnover), gender (women more often adhere to authority, rules), tenure, ability and skills, stamina, dexterity, strength, values, attitudes and burnouts. Another aspect of work culture involves little emphasis on hierarchy and rules. Management by Objectives (a technique that involves participative decision-making of dividing work responsibility and fixing

deadlines), maintaining flexibility (but not laissez faire style of leadership) and free flow of communication within the organization.

Good management practices are essential to improve organizational climate. Some of the important management practices include fulfillment of defined social needs, finding out growth opportunities and solutions to problems, handling of conflict, equitable allocations of resources, determining priorities, assigning duties and functions, social diagnosis, making estimates and projections for future, provision and selection of alternatives, organization of division of work, scientific approach based on facts, innovation and modification of services, evaluation of results and making improvements, ensuring economical and wise utilization of public funds and improving the quality of life of beneficiaries and care providers. Application of methods, techniques and skills of social work is essential at every stage of management practice to improve organizational effectiveness. The ten most frequently cited skills of effective managers are verbal communication, managing time and stress, managing individual decisions, recognizing, defining, and solving problems, motivating and influencing others, delegating, setting goals and articulating a vision, self-awareness, team building and managing conflict.

Some of the dimensions of the organizational climate are individual autonomy, direct supervision, better performance, rewards, team spirit, honesty and openness on individual differences, fostering of development, application of new ideas and methods, taking risks and freedom to regulate individual behaviour. Managerial values include autonomy, equity, security and opportunity.

Most often, the effective and efficient delivery of services is determined to a large extent by the high motivation, and commitment of the staff and their identification with the organizational goals. The managers must develop group feelings and cooperation among staff of the organization. The climate requires overall progress of the organization, sustainable human relations and staff development programmes. In addition, effective supervision is also essential. Employees should get an opportunity in work situations to accept challenges, serve others, earn money, enjoy prestige and status and can be creative and independent. Initiative taking behaviour leads to high level of activity and experimentations. Happy and peaceful employer-employee relations can provide better beneficiary relations are the core of successful organizational climate.

### Check Your Progress 1

**Note:** Use the space provided for your answer.

1) 'Bureaucracy is a necessary evil'. Discuss.

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## 4.4 COMMUNICATION AND SOCIAL MARKETING

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Communication is the most vital ingredient in an organization. In fact, an organization cannot be conceived of without communication. It would not be wrong to claim that communication is the life-blood of an organization. Efficient communication is essential for all aspects of effective administration. Staff must be adequately and currently informed about plans, methods, schedules, problems, events and progress. It is necessary that instructions, knowledge and information be passed on for application to all concerned and that they be so clearly presented as to make misinterpretation or misunderstanding impossible. Proper and adequate communication is not just in one direction. It is two way passage. Communication must flow from the bottom to upwards, as well as from the top to down.

In an organization, there are different types of communication, each with its own sets of advantages and disadvantages. The methods of transmitting and receiving communication are – oral (which is primarily face to face situation), written (it includes letters, memoranda, agenda, manuals, handbooks, newspapers, magazines, etc.) and other communications (combinations of spoken words and usage of media like posters, flip charts, power-point presentations, etc.). In the organization, communication is categorized into three sets of dimensions – downward communication (communication from superior to subordinates related to plans, programmes, procedures, rules, and may be in the form of command, suggestion, advice, seeking information, details, explanations), upward communication (it is from subordinates to superior and in the form of giving information, feedback, clarifying doubts and the like) and horizontal or lateral communication (refers to communication across departments or between colleagues in the same/similar ranks). Further, the structures of lines of communication can be formal (this kind of communication is along the lines prescribed by the organization) and informal (also called grapevine, is not along the planned lines of interaction). All those communications – downward, upward, and horizontal, which organization provides for in order to achieve organizational objectives are formal communications. Generally, when formal/informal interactions take place between employees, they develop their own communication system called the informal communication. Now-a-days, we have faster means of communication in the form of computer aided communication, say, emails, internet (intranet as well as extranet), videoconferencing and so on.

Let us now briefly discuss current issues in communication with regard to organizational behaviour, which should be kept in mind by the administrators/managers. Selective perception plays a crucial role in sending and understanding messages and meanings. Researches show that gender (women use language to create connection while men use it to emphasize status and power), cultural contexts (there may be cultural barriers because of interaction between people coming from high context cultures that rely heavily on non-verbal and subtle situational cues in communication and those from low context cultures that rely heavily on words to convey meaning in communication), emotions and feelings (diffuse ability to receive message in a barrier free state) and similar factors may influence effective communication. The manager should choose adequate

channels of communication as per the requirement such as memos, letters, bulletins, emails, telephone conversations, face to face interactions, etc. You would be studying different contours of communication in organizational functioning in social marketing, conflict management, public relations, fund raising and so on. Let us now briefly look at the concept and relevance of social marketing.

**Social Marketing (SM)** is the planning and implementation of programs designed to bring about social change using concepts from commercial marketing. Kotler (1975) defines social marketing as the design, implementation, and control of programmes seeking to increase the acceptability of a social idea or practice in a target group(s). It utilizes concepts of market segmentation, consumer research, idea configuration, communication, facilitation, incentives, and exchange theory to maximize target group response. Andreassen (1995) defines social marketing as the application of commercial marketing technologies to the analysis, planning, execution, and evaluation of programmes designed to influence the voluntary behavior of target audiences in order to improve their personal welfare and that of their society.

The principles of social marketing can be arranged in five Ps, which are as follows:

**Product** unlike commercial marketing where product is a tangible item, here, in SM, product is the behaviour or idea that the campaign planners would like the targeted individuals/ consumers to adopt. The product can be an action (e.g., immunizing children) or material item (e.g., condoms).

**Price** includes the costs associated with 'buying' the product, which is sum total of economic cost as well as psychological cost (embarrassment, say, in buying condoms for safe sex) and social cost (e.g., possibility of losing face).

**Place** comprises of the distribution channels used to make the product available to target audiences. When the product is a physical item, it must be easily obtainable by consumers (e.g. condoms available at paan-shops). In the case of product being an idea, say, education of girl child, it must be socially available and supported within the consumers' social sphere.

**Promotion** includes the efforts taken to ensure that the target audience is aware of the campaign. These publicity efforts should be designed to cultivate positive attitudes and intentions regarding the product that pave the way for behavior change.

**Positioning** means that the product must be positioned in such a way as to maximize benefits and minimize costs. Positioning is a psychological construct that involves the location of the product relative to other products and activities with which it competes. For instance, using condom would bring peace of mind plus freedom from STIs/HIV and pregnancy while not using it would lead to many health consequences with social and psychological underpinnings.

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## 4.5 PUBLIC RELATIONS

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Public relation (PR) is one of the important functions of social welfare administration which ensures the development of cordial and harmonious relations with the stakeholders. It is the practice of managing flow of information between the organization and the public. PR is an essential and integrated

component of public policy or service. The public relations activities are meant to ensure the benefits to the citizens, for whom the policies and services are meant for. The Institute of Public Relations, USA, has defined Public Relations as “the deliberate, planned and sustained effort to establish and maintain mutual understanding between an organization and its publics”. Likewise, Edward L. Bernays has given definition of Public Relations as “the attempt by information, persuasion and adjustment to engineer public support for an activity, cause, movement or institution”. Public relations and publicity are not synonymous but many PR campaigns include provisions for publicity also. Publicity is the spreading of information to gain public awareness for a product, person, service, cause or organization, and can be seen as a result of effective PR planning.

You may wonder, what is the need for organizations to engage in PR activities? Investing on PR helps the organization to achieve its objective effectively and smoothly. PR does not mean creating good image for a bad team, since false image cannot be sustained for a long time. Even if the organization’s services/programmes are good, it needs an effective Public Relations campaign for attracting, motivating the public to utilize the services, creating awareness about policies and programmes and publicizing the work of the organization. It not only encourages people’s participation but also helps in building credibility and better image in the public eye. An effective PR can create and build up the image of an individual or an organization or a nation. At the time when an organization is under crisis an effective Public Relations can remove the ‘misunderstanding’ and help in developing reciprocal understanding and goodwill between the organization and the public. The PR includes analysis of public perception, modifying/designing organization’s policy/programmes in consonance with public interest and then executing the programmes for communication with the public.

PR is a planned effort or management function. It is an execution of communication programme for rapport building, creating goodwill, understanding and acceptance as the chief end results sought by public relations activities. It is very important to understand the two components of PR - ‘**Public**’ and ‘**Relations**’. It is essential that socio-demographic and cultural characteristics, values, attitudes, perceptions of the ‘public’ (that includes employees in the organization as well as the community that the organization is serving) be studied objectively. ‘Relations’ means conscious decision of the kind of relation or image the administrators want to create in the eyes of the public. Let us look at the process of public relations.

The process of public relations is categorized into seven phases for better understanding. The first phase includes identifying and listing out the information or message to be disseminated. The second phase of PR process is to ascertain the existing image or awareness level about the issue in the target group or common public. The third phase is developing communication objectives and priorities. The fourth phase of PR deals with developing the message and choosing appropriate media to transmission. The fifth phase of PR is the implementation of ‘communication campaign’ designed in the fourth phase and coordination or the dissemination of message. In the sixth phase, communication campaign is checked whether message has reached properly and the expected action or behaviour or knowledge on image factors emerged. The seventh phase of PR includes rectification of the communication campaign, in case the message

does not reach properly after identification of reasons for the ineffectiveness. It is followed by dissemination of the revised message.

The Image building exercises start with understanding the present image and to chalk out, the desired image and to channelize all the PR activities towards it. Some possibilities that would call for PR are promotional opportunity (to inform about new service / policy which require wider publicity), competition (to overcome the resistance or pre-set mind condition), controversy (To eliminate the contradictory conditions in between the organization and the public), adverse publicity (to inform about the truth or correct issues and thereby removing the misunderstanding), catastrophe (announcement of any unfavourable issues) and crisis (whenever threats arise). Among the many channels, blogs are the most recent and economical means.

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## 4.6 FUND RAISING

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**Fund raising** is the process of soliciting and gathering money or other gifts in-kind, by requesting donations from individuals, businesses, charitable foundations, or governmental agencies. Although fund raising typically refers to efforts to gather funds for non-profit organizations, it is sometimes used to refer to the identification and solicitation of investors or other sources of capital for-profit enterprises.

Common sources of funds are (1) local, International donors and government. In this section, we would concentrate only on local sources of fund raising. Now the scenario is changing and even international NGOs are looking for fund raising, e.g. Plan International has targeted 30% of funding from local sources. Often in times of natural/manmade calamities like Tsunami/Kargil war, organizations engage themselves in fund raising.

Why we would raise funds? Obviously, it is impossible for any organization to implement activities and projects without certain human, technical and financial resources. Fund raising increases the amount of resources and even helps in development of corpus funds. It also reduces dependence on international and national donor organization, which, often times, may reduce flexibility of implementing innovative/creative ideas and targeting those needs that a community finds important. Fund raising brings sense of ownership among community people and helps organization build social capital and community linkages. Mobilizing local resources increases the sustainability of community initiatives.

Before initiating fund raising endeavour, organizations must check their tax situation. There are two main provisions regarding this – Sec. 80G and Sec. 35 A© of the tax Act. Under Sec. 80 G non-profit organizations working in specified areas (which are deemed to be charitable) can register with income tax authority under this section, which enables the donors (whether individuals or companies) to claim relief up to 50% of the amount donated. The Sec. 35 A © is a more recent one where contributions are 100% tax exempted. It is applicable to specified projects rather than to registered organizations. Approval has to be sought from the National Committee for Promotion of Social and Economic Welfare, Delhi and NGOs generally have to undertake project for 3 years.

Another important issue in fund raising is to develop an ethically sound fund raising policy. It is crucial to list down socially inappropriate activities and

not to accept any funds/resources from tainted sources, which may hamper organization's own image and credibility. For instance, taking money from cigarette/liquor manufacturing company/people with criminal background for any social cause would do more harm than any good. Further, it is also unethical and unsought for to exaggerate data/information, project beneficiaries as victims, accentuating their vulnerability (whereas in reality they are not so) while appealing for funds.

Next, understanding psychology of prospective donors on why people give is also necessary. People donate because – (i) they may be concerned about the problem; (ii) may have personal experience of the problem; (iii) peer pressure (iv) guilt feeling (v) duty (vi) name/fame/as memorial and (vii) tax benefits. For a successful fund raising campaign one needs to identify likely people, create the right message and communicate that right message.

Another point is how much to ask for - it depends on the situation. In crisis situations like earth quack, flood, etc., cash and kind donations are asked for. Asking people to contribute 'generously' often confuses them. Instead, people respond better if a range of options is provided to them. For instance, divide the work into units: 1 sapling planted = Rs.5; 10 saplings planted = Rs.50; one cataract operation = Rs.500. Also linking the amount being asked with cause gives better results, say, sponsoring child's education/nutrition, etc.

Approaching the prospective donors has many ways – face to face, addressing groups, telephonic conversation, personal letter to known/unknown and circular letter. One may organize house to house or office to office collection, organize fund raising events, invite celebrity on exhibition/fair/mela, frame appeal, produce occasional newsletters, pamphlets for fund raising, tap religious resources (zakaat appeal before Ramzaan for donation) and so on and so forth. Tapping corporate donors is also one of the important strategies for fund raising. Companies generally donate to create goodwill in the local community, to generate publicity and for tax benefits. Certain examples of corporate giving are - cash donations, sponsoring an event, free office space, free space for workshops, making company facilities available including meeting rooms, printing, designing, lending a staff member, providing expertise/advice and so on. Many times employees agree to have regular amount deducted each month from his/her salary for donations as seen in the case of Helpage in Chennai. In fact, fund raising strategies are becoming increasingly more creative and innovative.

### Check Your Progress 2

**Note:** Use the space provided for your answer.

- 1) Discuss the similarities between public relations, social marketing and fund raising.

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## 4.7 SOCIAL AUDITING

Social audit is a comparatively new subject, particularly in the development sector in India. It is a tool to empower community people and demand the accountability of position-holders in the development and related works. It is corollary to 'financial audit'. Social audit is a process wherein the community does an inspection, openly in public, of the quality, income expenditure, profit loss of a project, development work or a programme being carried out in its area. Social audit is based on the principle that democratic local governance should be carried out, as far as possible, with the consent and understanding of all concerned. It is thus a process and not an event.

Social audit is a way of measuring, understanding, reporting and ultimately improving an organization's social and ethical performance. It helps to narrow gaps between vision/goal and reality. It is a technique to understand, measure, verify, report on and improve the social performance of the organization. Social auditing values the voice of stakeholders, including marginalized/poor groups whose voices are rarely heard and is taken up for the purpose of enhancing local governance, particularly for strengthening accountability and transparency in local bodies/organizations. Social audit trains the community on participatory local planning and encourages democracy and community participation. It promotes collective decision making and develops human resources and social capital.

The most appropriate institutional level for social audit is the *Gram Sabha*, which has been given 'watchdog' powers and responsibilities by the *Panchayati Raj Acts* to supervise and monitor the functioning of *panchayat* elected representatives and government functionaries, and examine the annual statement of accounts and audit reports. These are implied powers indirectly empowering *Gram Sabhas* to carry out social audits in addition to other functions. Members of the *Gram Sabha* and the village *panchayat*, intermediate *panchayat* and district *panchayat* through their representatives, can raise issues of social concern and public interest and demand an explanation. The *Gram Sabha* has the mandate to inspect all public documents related to budget allocations, list of beneficiaries, assistance under each scheme, muster rolls, bills, vouchers, accounts, etc., for scrutiny; examine annual statements of accounts and audit reports; discuss the report on the local administration of the preceding year; review local development for the year or any new activity of the programme; establish accountability of functionaries found guilty of violating established norms/rules; suggest measures for promoting transparency in identifying, planning, implementing, monitoring and evaluating relevant local development programmes; and ensure opportunity for rural poor to voice their concerns while participating in social audit meetings.

Another powerful tool in social audit is the 'Right to Information Act' that specifies the modalities for obtaining information and providing penalties or failing to furnish or supplying false information. The Act paves the way for public debate on government development projects and works.

The process of social audit can be divided into following steps – (i) listing the expected goals/objectives of the project/activities that is to be audited; (ii) identifying stakeholders with a focus on their specific roles and duties; (iii) Defining performance indicators that are understood and accepted by most

members participating in the process of social audit; (iv) regular meetings to review and discuss data/information on performance indicators; (v) follow-up of social audit meeting and reviewing stakeholders' actions and agreeing on future action as recommended by the stakeholders; and (vi) establishing a group of trusted local people, who are committed and independent, to be involved in the verification, and to judge if the decisions based upon social audit have been implemented. The findings of the social audit should be shared with all local stakeholders. This encourages transparency and accountability. As social workers, we should expand and popularize the concept and process of social audit, which would help in enhancing the objectives of democracy, social justice and empowerment of community people.

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## 4.8 CAPACITY BUILDING

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In the process of development, capacity building is taken as a vital component, even more important than economic resources. In recent years, capacity building has become an integral and inseparable part of development strategies. The UNDP's Global Conference, 2010, addressed the theme - 'capacity is development'.

The term capacity simply means the ability to do something and capacity building would be enhancing the ability towards meeting the potential. The interpretation of capacity would vary from situation to situation. The UNDP defines it as - "the ability of individuals, institutions and societies to perform functions, solve problems and set and achieve objectives in a sustainable manner". The World Customs Organisation defines capacity building as "activities which strengthen knowledge, abilities skills and behaviour of individuals and improve institutional structure and processes such that the organisation can efficiently meet its mission and goals in a sustainable way". Capacity building generally refers to strengthening the skills, competencies and abilities of people and communities so they can overcome the causes of their suffering. The terms 'capacity building' or 'capacity development' denotes the efforts made in the direction of establishing human and institutional capacity.

**Significance of capacity building:** Years of administrative efforts to eliminate poverty and deprivation for bringing holistic development could not achieve desired results. Ample resources in terms of finances and technical expertise were put in. But what was lacking is the 'capacity building'. Giving money to a poor person does not in itself ensure that he/she can break the vicious cycle of poverty. 'Capacity or ability' is needed to make use of resources provided - financial as well as technical. That is the reason why capacity building is accepted as a fuel to the engine of development.

This apart, capacity building has many more benefits. It leads to optimum utilization of scarce resources through consistent training and application of research and development. It aids an organisation in better preparation for future challenges by gaining insight and foresight to use workable alternatives. It gives an organisation a competitive advantage in their field of operation. Adequately trained human resource is the beginning of good governance which is critical to development. At the global or national level, capacity building is crucial for preventing international aid for development from becoming perpetual dependency. As a result, developing nations are focusing on capacity building.

Capacity building is conceptualized at the following levels:

**Individual level:** Capacity building at this level is concerned with creating conditions that allow individuals to enhance their knowledge and skills and adapt themselves better to the change. It is the process of equipping individuals to access to information and knowledge, training for honing the required skills that enable them to perform effectively.

**Institutional level:** It deals with strengthening institutions so that they are able to develop effective organisational structure, human resource and methods of planning and management of services to gain optimum results. The UNDP gives rationale for building capacity at the institutional level as, “institutions are at the heart of human development, and that when they are able to perform better, sustain that performance over time, and manage ‘shocks’ to the system, they can contribute more meaningfully to the achievement of national human development goals”.

**Societal level:** Capacity building at the societal level involves establishment of a more participatory and development oriented public administration with all ingredients of good governance. The UN bodies and international organisations are facilitating capacity building of governments in developing countries so that they are able to handle the challenges associated with environmental, economic and social transformations. Government’s capacity development, whether at the local, regional or national level, ensures better governance, strengthening of democratic systems and leading to sustainable development. Among others, it also includes bringing change in authoritarian modes of operation, focusing on participatory and inclusive planning and programme execution.

Further, infrastructure development is an important aspect of ‘economic capacity building’ as it increases the capacity of a society to improve trade, employment, economic development and quality of life.

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## 4.9 CONFLICT RESOLUTION AND DEALING WITH BURNOUTS

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There is need for the social work administrator to understand conflict resolution. There can be numerous situations at workplace leading to arguments and disagreements among colleagues. Some of this conflict is relatively easy to recognize, may not necessarily be easy to resolve. It can show itself through obvious enmity between individuals or in disputes between organized groups of people. Conflict may manifest itself in a number of ways including angry shouting, in always making contrary points to another person, or even in sullen withdrawal from all interactions. Conflict can also be between departments, agencies, organizations, groups and individuals or vice versa.

However, it is important to understand that conflict in itself is neither good nor bad. Conflict is the natural result of competitive environment that exists today. Conflict has a positive role too. It makes people better able to cope with further stressful situations and even envisage new breakthroughs and help create a collaborative culture. In fact, managers/administrators need to nurture constructive conflict dedicated to finding new solutions, new services and new understanding of the social situation. Diversity of personalities, perceptions, values, working style and coping patterns cause conflict at workplace.

The administrator should understand the conflict from its very preliminary stage and should take measures to resolve it. Conflict resolution denotes final solving of the conflict. There are a number of ways to resolve a problem, argument or difficulty by applying social work methods, techniques and skills. Emphatic, active and attentive listening, on the part of a team-leader/administrator/manager goes a long way in conflict resolution. It is followed by helping the aggrieved party nullify emotions as they can inhibit or distort communication which is critical to resolving dispute. Exploring the reasons for conflict, identifying misconceptions about the issue at hand, if any, cultural or value related issues, personality conflicts and level of resistance to change would be the next step. After this, there should be weighing of various alternative solutions followed by agreement on the most appropriate one. Agreement may involve some amount of negotiation, bargaining and compromise. The satisfaction of needs, cooperation and success underlie each negotiation. Negotiation is the usual method of conflict resolution through consensus. In most of the social work contexts, negotiations should continue until it is reconciled, as failure is usually not acceptable. Conflict can be managed as individuals work out differences. Conciliation is another method of conflict resolution in which the settlement is reached in the presence of third party usually a conciliation officer. Arbitration is yet another method of conflict resolution in which the decision of the arbitrator is binding on the parties.

**Burnouts** means “become extinguished through a lack of fuel”. In our profession there are many situations which put us down and we lose motivation to work. Some of the probable reasons can be – the success rate of intervention may not be at desired levels, clients may not choose seemingly right alternative and our efforts in intervention appear to go in drain, conflicts, work pressures, tensions and stresses at the workplace and so on and so forth. It is necessary to deal with burnouts and some of the suggested ways are as follows:

1. The social worker/employee should maintain awareness of the changing social climate and a realistic evaluation of its impact on people, including themselves. This would help in widening of the perspective and dealing with burnouts in a better way.
2. Learning helps to avoid burnouts. Looking each challenge/work as an opportunity to learn and grow is required.
3. Working in the field of one's own interest and about which they are motivated to learn more, is the best antidote against burnouts.
4. Time management and stress management are of vital importance in today's work environment. Learning to manage their individual work loads effectively and responsibly may help social workers/employees in keeping their motivation and morale high.
5. It is important to possess and maintain a personal value system consistent with the value system of human service, even if its tenets may run contrary to accepted social values.
6. For social workers/employees, find a personal life style sufficiently satisfying to enable them to distance themselves from their work is required against burnouts. In other words, keeping professional and personal life separate is needed.

### Check Your Progress 3

**Note:** Use the space provided for your answer.

- 1) 'Social Auditing is a powerful tool for ensuring accountability and transparency'. Comment.

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## 4.10 LET US SUM UP

In this unit, you studied about a lot of issues influencing service delivery in welfare administration. Bureaucracy tends to bring inflexibility and red-tapism, while leadership styles have their own pros and cons. Authority and power influence behaviours of colleagues towards each other as well as have overall impact on service delivery. Work culture and organizational climate are dynamic concepts and a wide range of variables influence these – diversity of work force, nature of social work profession, fast competitive life, stress, tension, formal informal relations with colleagues, career advancement, office politics, competition, teamwork and collaboration and so on. Communication is considered as life-blood of any organization. Various types of communication and their impact were discussed. We also learnt about concept and principles of social marketing. Public relation as an important function of management was delineated. You also learnt about various strategies of fund-raising. Social auditing is crucial for maintaining transparency. Conflict is inevitable feature of our workplace and resolving it successfully is a skillful activity which you studied in the unit. Likewise, burnouts severely affect service delivery and the very nature of social work profession may lead to burnout situations frequently. You learnt about the ways of dealing with burnouts in the unit.

## 4.11 KEY WORDS

**Communication:** It is the transference and understanding of the meaning of messages communicated.

**Public Relations** is distinctive management function which helps establish and maintain mutual lines of communication, understanding, acceptance and cooperation between an organization and its public and uses research and sound and ethical communication as its principal tools.

**Turnover:** The voluntary-involuntary permanent withdrawal from an organization.

**Public Relations vs. Publicity:** PR is held to be the total relationship of the agency to the community and the public relations programme is the means by which that relationship is purposefully directed on behalf of the agency. Publicity is the use of various media of communication (such as the press, radio, motion pictures, printed matter and so on) by which the information regarding the agency is disseminated.

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## 4.12 FURTHER READINGS AND REFERENCES

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## UNIT 5 SOCIAL POLICY AND SOCIAL WELFARE ADMINISTRATION

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*\*Archana Kaushik*

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- 5.0 Objectives
- 5.1 Introduction
- 5.2 Social Policy and Social Welfare Administration
- 5.3 Health Policy and Programmes
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- 5.5 Social Welfare: Policies and Programmes
- 5.6 Let Us Sum Up
- 5.7 Key Words
- 5.8 Further Readings and References

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### 5.0 OBJECTIVES

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Social policy is the guidelines formulated by the State for the welfare and development of its various population groups. Social welfare administration is the execution of the programmes, schemes and projects meant to achieve the goals delineated in the social policy. In this unit, we would look into the relation between social policy and social welfare administration. After reading this unit, you would be able to:

- Understand the meaning and concept of social policy.
- Appraise the Health policy and salient programmes on public health.
- Gain knowledge about Education policy and related programmes and schemes.
- Learn about social policies on important welfare issues and associated programmes and services initiated by the State.

The unit would give you comprehensive idea about translation of social policy into programmes vis-à-vis health, education and social welfare aspects. This would give you an insight into social planning, policy formulation and administration of social policies.

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### 5.1 INTRODUCTION

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The Constitution of India is the source of most of the social policies formulated and executed in the country. The Indian government has implicitly committed itself to be a welfare-state. In order to fulfill its obligations as a welfare-state, the government has formulated several policies and plans of action for the welfare of marginalized and weaker sections of the society. Social policy related to guidelines for the changing, maintenance and creation of living conditions that are conducive to human welfare. Social policy aims to improve human welfare and meet human needs for education, health, housing and social security.

Formulation of social policy would have no meaning unless it is executed promptly and effectively. The scope of social welfare administration is implementation of the social policy.

Kidneigh has stated that social work administration is 'the process of transforming social policy into social services.....a two way process: (1) ...transforming social policy into concrete social services, and (2) the use of experience in recommending modification of policy. In this unit, through three main areas – health, education and social welfare – we would understand the policy guidelines and administration of these policies in the form of programmes and services. This would also help in evaluating macro-micro level linkages. As social work professionals, not only we should be aware of the salient points of the related social policy in the area in which we are working but also should develop critical appraisal of the contents of the policy guidelines in the light of social justice, equality and empowerment. Let us first try to understand the theoretical and conceptual framework of social policy with regard to social welfare administration.

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## **5.2 SOCIAL POLICY AND SOCIAL WELFARE ADMINISTRATION**

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The most common social and political use of the term 'policy' refers to "a course of action or intended course of action, conceived as deliberately adopted, after a review of possible alternatives, and pursued or intended to be pursued". Social Policy is thus, "a statement of the programmes, methods and principles of social agency". The older concept that the policy formulation is the function of politics is hardly tenable today. Earlier it was considered that policy-making is a higher order activity than administration and social planners have recommended that policy-making should be distinctly separated from administration or execution of the policy. Wilson has claimed that administrators were not only subordinate to policy-makers but were presumably value-neutral and efficient. They carried out policy and do not make policy. Regarding execution, bureaucracies are generally the instruments which implement public policy. Bureaucracies are necessary for policies to be carried out with some predictability, equity, and due process. Nonetheless, the negative connotations of bureaucracy (like, red tapism, inflexibility, over-emphasis on rules and regulations, to mention a few) may contribute to withdrawal of public confidence in the efficacy of public policy.

Currently, the essence of administration is policy formulation. The role of administrators is not confined to execution of the policy as they are increasingly taking active part in the formulation of new policies and reviewing and modifying the older ones. Along with this, the administrators are playing crucial role in the execution of the policy. Administrators also participate in another way in the making of policy for the future - they formulate recommendations for legislation and this is a part of the function of policy making. In modern times, the relationship between policy and administration has become so much blurred that it is difficult to say where policy ends and administration begins or vice versa. Therefore, no study of administration could be complete without including the study of policy in it.

Policy gives direction for programme planning and execution at the ground level. Formulation of social policy is, therefore, essential for the successful working of any system of social administration. Unless social administration is assisted by an adequate system of social legislation and sound social policy, it cannot attain its true purpose. Absence of a clear cut social policy often proves to be a major handicap to the development of a sound system of social administration. Hence it would be no exaggeration to say that there can be no successful system of social administration without a social policy.

Next, even a well formulated policy is of no use unless it is implemented effectively. Thus, factors influencing administration (as you have studied in previous units) play crucial role for policy execution. Organizational efficacy has direct and strong bearing on the successful implementation of public policy.

Social policy is vital for social planning. It must be conceptually clear and simple, theoretically sound, and stated in terms of desired changes achieved among target groups. The policy with clear designation of roles and responsibilities of all the stakeholders, clear directives and organizational structures, goes a long way in effectively realizing its set goals. Social policy reflects the government's commitment for the particular cause for which the policy has been formulated. It implies the government's priorities and resource distribution. Hence, technical and budgetary means as well as time frame should be delineated clearly in the policy. However, it may be reminded that policies are merely guidelines and do not enjoy legal sanctity as in the case of social legislations.

Since Independence, the government of India has formulated many policies and reviewed and modified them from time to time. National Health Policy, National Policy on Education, National Policy on Empowerment of Women in India, National Policy for Persons with Disability, National Youth Policy, National Policy on Children and so on and so forth. Many of these policies have been reviewed and revised (say, National Health Policy, National Policy on Education). These policies are comprehensive documents covering the vision and mission of the State, plan of action, targets to be achieved, stakeholders, expected outcome, etc. Though the State cannot be sued if it fails to keep its promises mentioned in the policy, however, in this largest democracy of the world, votes of the common man prove to be a driving force for politicians to try their best in policy execution. Further, in India, social policy plays crucial role in formulation of Five Year plans.

It may be reiterated that without proper execution, social policy, doesn't matter how ambitious and fool proof it is, remains a paper tiger. In administration, committed leadership, inter-ministerial coordination, central-state relationship, political will, representation of various stakeholders including the grassroots people are some of the crucial factors that influence implementation of social policies. In the subsequent sections, you would study about Health policy, education policy and policies in social welfare and associated programmes and schemes administered by the respective Ministries and State machineries.

Effective administration of social welfare programmes requires integration of knowledge of social policy with the understanding of the theory and practice of management and administrative decision-making. The need to integrate social welfare policy content and administrative and organizational issues becomes

increasingly evident as the social welfare organizations give greater attention to the efficiency and effectiveness of service delivery system. More efficient use of scarce resources is also being emphasized, especially when economic constraints are forcing administrators to be concerned with costs in making decisions between alternative policies and programmes. The pressure for better utilization of existing resources has thus raised the issue in the management of social welfare organizations of the relative importance and the relationship between efficiency and effectiveness of social programmes.

In addition, social policy analysis involves the study of a social problem in a rational attempt to define the problem, search for possible solutions and evaluate the costs and benefits of these alternatives to select the best solution. This rational approach to finding the best answers to problems is constrained, however, by such non-rational factors as the organizational context in which decisions are made and the cognitive limitations of the decision maker. These non-rational factors preclude a completely objective approach to problem analysis, a thorough search for solutions, and an informed evaluation of the consequences of action. Thus, in the effort at problem definition, we are confronted with the limitations on our knowledge of the causes, and, therefore, the possible solutions to social problems. For example, if we view problems of the poor as being caused by individual and personal malfunction due to lack of appropriate abilities or attitudes, then we would seek solutions in terms of changing the individual. However, if we assume that the problem of the poor is associated with their harsh social conditions (e.g. lack of money, housing, jobs, health care, etc.) then we would seek solutions in terms of changing their situation. The absence of validated knowledge as to the cause of social problems should not, however, relieve the policy maker from the responsibility for making conscious policy choices. It is suggested that often these policy choices are not made explicit so that the underlying value basis for decisions do not receive critical examination. That is, the administrators under pressure to act may forego the opportunity for conscious choice with the result that decisions are made largely on the basis of political feasibility.

### **5.3 HEALTH POLICY AND PROGRAMMES**

‘Health is wealth’ – this old proverb has all the more significance for the government of any nation like India as only healthy citizens can contribute fully for the national growth and development. In this regard, the government has formulated its National Health Policy in the year 1983 that talked about setting up of a well-dispersed network of comprehensive primary health care services, with referral system, specialty and super-specialty facilities in a decentralized and integrated manner. The NHP-1983 had envisaged providing ‘Health for All by the year 2000 AD’, through the universal provision of comprehensive primary health care services, which we could not achieve for several reasons. Again, in the year 2002, another National Health Policy was formulated where an attempt has been made to maximize the broad-based availability of health services to the citizenry of the country on the basis of realistic considerations of capacity. The current policy also stressed on establishing more public health institutions at a decentralized level. As per the population projected for the year 2000, it is estimated that there is a shortfall of 16% in the number of SCs/PHCs/CHCs, which in the case of CHCs is only 58%. The NHP-2002 has also identified the

gap between the various States, as also the gap across the rural-urban divide. National health programmes are designed with enough flexibility to permit the State public health administrations to integrate their own programme package according to their needs. Also, the implementation of the national health programme can only be carried out through the State Governments' decentralized public health machinery.

There is dearth of funds for medical facilities, shortage of medical and para-medical personnel, with further disproportionate shortfall in less developed and rural areas, obsolete and unusable equipment in many public hospitals, dilapidated state of the buildings, minimal availability of essential drugs, and the capacity of the facilities is grossly inadequate, which leads to over-crowding, and consequentially to a steep deterioration in the quality of the services. The NHP-2002 addresses all these issues making specific recommendations in these matters.

The NHP-2002 looks into the possibility of using vast reservoir of practitioners in the Indian Systems of Medicine and Homoeopathy, who have undergone formal training in their own disciplines, in the implementation of State/Central Government public health programmes, so as to increase the reach of basic health care in the country. Different levels of Panchayati Raj Institutions are involved in programmes and funds in the health sector. The NHP-2002 also suggests initiatives to rectify disparities in geographical spread of Medical and Dental colleges and the uneven quality of education in these institutions. It also focuses on unequal facilities available in urban areas causing disadvantage to communities living in slums and unplanned habitations. This Policy recommends measures to ensure the future Health Security of the country, with the advent of globalization and its impact on availability of indigenously manufactured generic drugs and vaccines.

Mental health disorders are actually much more prevalent than is apparent on the surface. While such disorders do not contribute significantly to mortality, they have a serious bearing on the quality of life of the affected persons and their families. Mental health institutions are woefully deficient in physical infrastructure and trained manpower. NHP-2002 examines these deficiencies in the public health sector and makes suitable suggestions.

IEC initiatives are important for creating awareness about preventive and curative healthcare. It is especially vital for disseminating curative guidelines for the TB, Malaria, Leprosy, Cataract Blindness Programmes, and to prevent HIV/AIDS and other life-style diseases. The Policy, while projecting an IEC strategy, fully addresses the inherent problems like high illiteracy rate in the country. The policy attempts to target school and college students to improve the general level of awareness in regard to 'health-promoting' behaviour. It stresses on better facilities and financial outlay for Medical Research in the country and a comprehensive system of compilation and documentation of data base on health statistics. The policy recognizes problems (like uneven quality, financially exploitative) with private health services and suggests establishment of regulatory mechanisms in this regard. It also talks about involvement of individuals and civil society institutions in implementation of public health programmes.

One of the main components of NHP-2002 is to apply the alternative systems of medicine – Ayurveda, Unani, Siddha and Homoeopathy – in the umbrella of

national healthcare framework. The main objective of this policy is to achieve an acceptable standard of good health amongst the general population of the country. Overriding importance would be given to ensuring a more equitable access to health services across the social and geographical expanse of the country.

### **Administrative Aspects**

After brief discussion on the health policy in India, let us briefly look at the administrative aspects of the health services. The Ministry of Health and Family Welfare is the nodal agency that implements various national health programmes. Healthcare system in India, involves a huge web of primary health centres and sub-centres, community health centres and district hospitals. National Rural Health Mission (2005-12) is one of the very crucial campaigns of the government that seeks to provide effective healthcare to rural population throughout the country with special focus on 18 states having weak public health indicators and/or weak health infrastructure. The Mission is an articulation of the commitment of the Government to undertake corrections of the health system and promote policies that strengthen public health management and service delivery in the country. It has as its key components provision of a female health activist in each village; a village health plan prepared through a local team headed by the Health and Sanitation Committee of the Panchayat; strengthening of the rural hospital for effective curative care; and integration of vertical Health and Family Welfare Programmes and Funds for optimal utilization of funds and infrastructure and strengthening delivery of primary healthcare. It aims at effective integration of health concerns with determinants of health like sanitation and hygiene, nutrition, and safe drinking water through a District Plan for Health. It seeks decentralization of programmes for district management of health. It seeks to address the inter-State and inter-district disparities, especially among the 18 high focus States, including unmet needs for public health infrastructure. It shall define time-bound goals and report publicly on their progress. It seeks to improve access of rural people, especially poor women and children, to equitable, affordable, accountable and effective primary healthcare.

#### **Goals of NRHM are:**

- Reduction in Infant Mortality Rate (IMR) and Maternal Mortality Ratio (MMR)
- Universal access to public health services such as Women's health, child health, water, sanitation and hygiene, immunization, and nutrition.
- Prevention and control of communicable and non-communicable diseases, including locally endemic diseases
- v Access to integrated comprehensive primary healthcare
- Population stabilization, gender and demographic balance.
- v Revitalize local health traditions and mainstream AYUSH
- v Promotion of healthy life styles

Core Strategies of NRHM are to train and enhance capacity of Panchayati Raj Institutions (PRIs) to own, control and manage public health services; promote access to improved healthcare at household level through the female health activist (ASHA); health plan for each village through Village Health Committee

of the Panchayat; strengthening sub-centre through a untied fund to enable local planning and action and more Multi Purpose Workers (MPWs); strengthening existing PHCs and CHCs, and provision of 30-50 bedded CHC per lakh population for improved curative care to a normative standard (Indian Public Health Standards defining personnel, equipment and management standards); preparation and implementation of an inter-sectoral District Health Plan prepared by the District Health Mission, including drinking water, sanitation and hygiene and nutrition; integrating vertical Health and Family Welfare programmes at National, State, Block, and District levels; developing capacities for preventive health care at all levels for promoting healthy life styles, reduction in consumption of tobacco and alcohol etc.; and promoting non-profit sector particularly in under served areas. Supplementary strategies include regulation of Private Sector including the informal rural practitioners to ensure availability of quality service to citizens at reasonable cost; promotion of Public Private Partnerships for achieving public health goals; mainstreaming AYUSH – revitalizing local health traditions and reorienting medical education to support rural health issues including regulation of Medical care and Medical Ethics; and effective and viable risk pooling and social health insurance to provide health security to the poor by ensuring accessible, affordable, accountable and good quality hospital care.

Major National health programmes are as follows:

- National Water Borne Disease Control Programme
- National Filariasis Control Programme
- National Leprosy Eradication Programme
- Revised National TB Control Programme
- National Programme for Control of Blindness
- National Iodine Deficiency Disorders Control Programme
- National Mental Health Programme
- National Aids Control Programme
- National Cancer Control Programme
- Universal Immunization Programme
- National Programme for Prevention and Control of Deafness
- Pilot Programme on Prevention and Control of Diabetes, CVD and Stroke
- National Tobacco Control Programme

### Check Your Progress 1

**Note:** Use the space provided for your answer.

- 1) Discuss the salient features of National Health Policy, 2002.

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## 5.4 EDUCATION POLICY AND PROGRAMMES

The constitution of India is the ultimate document which guides State policy in all sectors including education. Details of provisions contained in the Constitution having a bearing on Education, have been listed as:

- provision of free and compulsory education to all the children up to the age of fourteen years
- Education, in general, is the concurrent responsibility of the Union and the States.
- Local authorities (Panchayats and Municipalities) are to be assigned a suitable role in education (especially schools, Adult and non-formal education) through individual state legislations.

State governments and local authorities are expected to provide facilities for instruction in the mother tongue at the primary stage of education.

### National Policy on Education

There have so far been mainly two comprehensive statements of the NPE, viz. those of 1968 and 1986 and the latter policy was then reviewed and modified in 1992.

The NPE aims to promote national progress, furthering the goals of socialism, secularism and democracy enshrined in our Constitution, a sense of common citizenship and culture, and to strengthen national integration, laying stress on the need for a radical reconstruction of the educational system, to improve its quality at all stages, and give much greater attention to science and technology, the cultivation of moral values and a closer relation between education and the life of the people. The national system of education envisages a common educational structure and a national curricular framework with strict conformity with secular values.

The NPE lays special emphasis on the removal of disparities and to equalize educational opportunities by attending to the specific needs of those who have been denied equality so far such as Women (redesigning of curricula, textbooks, training and orientation of teachers to foster values of women empowerment) Scheduled Castes (pre-matric scholarships, free books, uniforms, subsidized fees, recruitment of SC teachers, location of school buildings, Adult Education Centres in such a way as to facilitate enrolment of SCs), Scheduled Tribes (opening primary schools, anganwadi centres, Adult Education Centres in tribal areas, develop curricula and devise instruction materials in tribal language, establishing residential/Ashram schools for tribal children), other educationally backward areas (suitable incentives and institutional infrastructure for rural, hilly, desert, remote areas) minorities (review of textbooks objectively and all possible measures to promote national integration) and handicapped (emphasis on inclusive education, opening of special schools with hostels for severely handicapped, training and orientation of teachers).

The policy also stresses on adult education through mass literacy campaigns, comprehensive programmes of post-literacy and continuing education, workers' education through employers, wide promotion of books, libraries, reading rooms and usage of IEC materials and programmes of distance learning, to mention a few.

The NPE also lays emphasis on Early Childhood Care and Education in the formative years of a child. It puts thrust on universal access and enrolment, universal retention of children up to 14 years of age and a substantial improvement in the quality of education at the elementary level. Under Operation Blackboard, it talks about improving school facilities, availability of minimum of three teachers per school and at least 50 percent of teachers to be women. The policy also focuses on non-formal education (NFE) for school drop outs, working children and girls who cannot attend whole-day school by establishing NFE centres and having tailor-made, need based educational programmes with flexible hours. The policy further has talked about vocationalisation of education, open-university and distance learning, setting up of rural universities and technical and management education as its focal areas.

The institutions which will be strengthened to play an important role in giving shape to the National System of Education are the University Grants Commission, the All India Council of Technical Education, the Indian Council of Agricultural Research and the Indian Medical Council. Integrated planning will be instituted among all these bodies so as to establish functional linkages and reinforce programmes of research and post graduate education. These, together with the National Council of Education Research and Training, the National Institute of Educational Planning and Administration, the National Council of Teacher Education and the National Institute of Adult Education will be involved in implementing the Educational Policy.

The Ministry of Human Resource Development, established in 1985, is responsible for providing educational opportunities to the citizens of India. It has two departments – Department of school education and literacy and Department of Higher Education. The salient schemes under the Department of School Education and Literacy are:

**Sarva Shiksha Abhiyan (SSA)** is an effort to universalize elementary education by community ownership of the school system. It is an attempt to ensure quality basic education all over the country. The aim of SSA programme is to provide useful and relevant elementary education for all children in 6 to 14 age group by 2010. There is also another goal to bridge social, regional and gender gaps, with the active participation of the community in the management of schools. Its aim is to allow children to learn about and master their natural environment in a manner that allows the fullest harnessing of their human potential both spiritually and materially. SSA has brought a framework for implementation that allows states to formulate context specific guidelines within the overall framework thereby encouraging districts in States and UTs to reflect local specificity and promote local need based planning. 2010 is the outer limit for such achievements. The emphasis is on mainstreaming out-of-school children through diverse strategies, as far as possible, and on providing eight years of schooling for all children in 6-14 age groups. The thrust is on bridging of gender and social gaps and a total retention of all children in schools.

Broad strategies of SSA include Institutional Reforms, Sustainable Financing, Community Ownership with community based monitoring with full transparency, Institutional Capacity Building for national, state and district level institutions like NIEPA / NCERT / NCTE / SCERT / SIEMAT / DIET. It gives priority to education of girls and focuses on Special Groups (children from SC/ST, minority groups, urban deprived children, disadvantaged groups and the children with special needs) in the educational process.

**Kasturba Gandhi Balika Vidyalaya (KGBV)** scheme was launched by the Government of India in August, 2004 for setting up residential schools at upper primary level for girls belonging predominantly to the SC, ST, OBC and minorities in difficult areas. The scheme was applicable since inception in 2004, in Educationally Backward Blocks (EBBs) where the rural female literacy is below the national average (46.13%: Census 2001) and gender gap in literacy is more than the national average (21.59%: Census 2001).

National Programme of Nutritional Support to children of primary school commonly known as **Mid Day Meal Scheme** was introduced to improve health condition of children belonging to poor economic status particularly girls who remain unfed, underfed has been an important scheme to attract and retain children in schools.

District Institute of Education and Training (DIET) is another scheme initiated in 1988 for training of teachers.

**Mahila Samakhya Programme** is 'Education for Women's Equality' that was launched in 1988-89 and has covered more than 10,000 villages in 10 states. Through women's groups (mahila Sanghs), it enables women to use education as a path for their empowerment.

District Primary Education Programme is to ensure education of children at district level. It stresses on gender training and has constituted Village Education Committees (Mother Teacher Motivator Groups).

Schemes under the Department of Higher Education are with respect to University and Higher Education and Technical Education.

### Check Your Progress 2

**Note:** Use the space provided for your answer.

- 1) Highlight important features of National Policy on Education.

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## 5.5 SOCIAL WELFARE: POLICIES AND PROGRAMMES

In India, there is no comprehensive policy on social welfare covering a range of issues affecting various disadvantaged sections of the society like Scheduled Castes, destitutes, street children, aged, disabled and so on. However, most of these issues are covered under the gamut of the Ministry of Social Justice and Empowerment (MSJE). Since the history of this creation of this Ministry from Ministry of Welfare and even before that has been covered in earlier units, we do not discuss it here again. The MSJE is entrusted with the welfare, social justice and empowerment of disadvantaged and marginalized sections of the

society viz, Scheduled Caste, Backward Classes, Persons with Disabilities, Aged Persons, and victims of Drug Abuse, etc. The basic objective of the policies, programmes, law and institution of the Indian welfare system is to bring the target groups into the main stream of development by making them self-reliant.

### **The Organization's structure is as follows:**

Ministry of Social Justice and Empowerment as the name suggests is to ensure equitable treatment to such sections of society suffering social inequalities, exploitation, discrimination and injustice. The Ministry is headed by Cabinet Minister and Minister of State. Next, are the Secretary and then Additional Secretary of the MSJE. The activities of the Ministry are under taken through Bureaus as the Bureau of Scheduled Castes Development, Backward Classes Bureau Coordination, Media, Administration, Disability Bureau, Social Defence Bureau and Project, Research, Evaluation and Monitoring Bureau, each Bureau is headed by Joint Secretary. Let us now examine the salient issues covered by the MSJE:

### **Scheduled Caste Development**

It is responsible for all round development of Scheduled Castes and to bring them in the mainstream of national life and ensure their full participation in socio-economic development of the country. It has initiated a lot of schemes for people belonging to SC community. A few salient ones are – Babu Jagjivan Ram Chhatravas Yojna; Central Sector Scholarship Scheme of Top Class Education for SC students; Self Employment Scheme for Rehabilitation of Manual Scavengers; Central Sector Scheme of 'Rajiv Gandhi National Fellowship' for providing scholarships to SC students to pursue programmes in higher education such as M.Phil and Ph.D.; Post-Matric Scholarship for SC/ST students; Pre-Matric Scholarship for the children of those engaged in unclean occupations; Central Sector Scheme of National Overseas Scholarship for SC candidates; Special Education Development Programme for SC Girls belonging to Low Literacy Levels; Book Banks for SC/ST students; upgradation of merit of SC Students; Central Sector Scheme of Free Coaching for SC and OBC students; National Scheduled Castes Finance and Development Corporation (NSCFDC); Assistance to Scheduled Castes Development Corporations; Supporting Projects of All India Nature of SCs (under the scheme, financial assistance is provided to reputed research institutions including universities to conduct purposeful studies for the welfare of SC community); and National Commission for Safai Karamcharis.

### **Backward Classes Development**

The Backward Classes are those castes/communities that are notified as socially and educationally Backward Classes by the State Governments or those that may be notified as such by the Central Government from time to time. The affairs of Backward Classes were looked after by the Backward Classes Cell (BCC) in the Ministry of Home Affairs and shifted to the then newly created Ministry of Welfare (now called MSJE). The Backward Classes Division in the Ministry looks after the policy, planning and implementation of programmes relating to social and economic empowerment of OBCs. It also looks after matters relating to two institutions set up for the welfare of OBCs: National Backward Classes Finance and Development Corporation (NBCFDC; meant

to promote economic and developmental activities for the benefit of Backward Classes and to assist the poorer sections of these classes in skill development and self employment ventures) and the National Commission for Backward Classes (NCBC; The National Commission for Backward Classes Act, 1993 was enacted on the direction of the Supreme Court to set up a permanent body for entertaining, examining and recommending upon requests for inclusion and complaints of over-inclusion and under-inclusion in the central lists of Other Backward Classes (OBCs) of citizens for the purpose of making reservation in civil posts and services under Government of India).

**Salient Programmes for Other Backward Classes** are Pre-matric Scholarship for OBC Students (students from families of below poverty line are given the scholarship and its funding is shared by State and Centre in the ratio of 1:1, while in UTs 100% grant is given by Central Government); Post-matric Scholarship for OBC Students (100% central assistance is provided to State Government/Union Territory Administration for the purpose.); Hostel for OBC Boys and Girls (Out of the hostels set up under this scheme at least one third will be exclusively for girls. 5% of the total seats in these hostels shall be reserved for disabled students); Assistance to Voluntary Organizations for Welfare of OBCs

NBCFDC has launched **Swarnima Scheme** to make women of Backward Classes self reliant and **Swayam Saksham Scheme** for professionally unemployed youth for their self-employment. It has also initiated **Education Loan Scheme** to provide loans at concessional rate of interest to the student of Backward Classes living below the poverty line for pursuing general/professional/technical courses or training at graduate and higher levels. Under its **Margin Money Loan**, the loans are given up to 40% of the cost under various sectors viz. Agriculture and Allied, Small Business/ Artisan and Traditional Occupation, Service and Transport. The corporation has initiated certain micro finance schemes like **Micro Credit Financing** women through accredited NGOs either directly or through self help groups, **Mahila Samridhi Yojna** to provide micro finance to women entrepreneurs in rural and urban areas and **Training Grant Scheme** to provide financial assistance to the members of the target groups for up-gradation of their technical skill.

### **Persons with Disabilities**

Let us first take a look at the salient features of the **National Policy for Persons with Disabilities**. The National Policy recognizes that Persons with Disabilities (PWD) are valuable human resource for the country and seeks to create an environment that provides them equal opportunities, protection of their rights and full participation in society. The policy focuses on prevention of disabilities (awareness and early detection camps) and rehabilitation measures (physical, educational, vocational and economic rehabilitation for a dignified life in society). It talks about awareness, early detection and intervention, counseling and medical rehabilitation, provision of suitable and modern aids and appliances through DDRCs and Accredited Social Health Activist (ASHA) of National Rural Health Mission, National institutes mentioned above and their outreach work. The policy talks about development of Rehabilitation Professionals by giving training to Anganwadi workers, Auxiliary Nurse Midwives, NGO workers and creating awareness among teachers, panchayat members and community people. Special emphasis is given on education of PWDs in Sarva Shiksha

Abhiyan, Integrated Education for Disabled Children (IEDC) scheme. Further, 3% reservation in educational institutions and employment in government institutions and PSUs has been provided. The policy also reinforces the need for barrier free environment in public buildings and transport amenities.

The constitution of India ensures equality, freedom, justice and dignity of all individuals and implicitly mandates an inclusive society for all including persons with disability. According to the Census 2001, there are 2.19 crore (2.13% of the total population) persons with disabilities. The government has enacted three legislations for persons with disabilities viz. (i) Persons with Disability (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995, which provides for education, employment, creation of barrier free environment, social security, etc. (ii) National Trust for Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities Act, 1999 has provisions for legal guardianship of the four categories and creation of enabling environment for as much independence as possible, (iii) Rehabilitation Council of India Act, 1992 deals with the development of manpower for providing rehabilitation services. In addition to the legal framework, extensive infrastructure has been developed in the form of following institutions:

- Institute for the Physically Handicapped, New Delhi
- National Institute of Visually Handicapped, Dehradun
- National Institute for Orthopaedically Handicapped, Kolkata
- National Institute for Mentally Handicapped, Secunderabad
- National Institute of Hearing Handicapped, Mumbai
- National Institute of Rehabilitation, Training and Research, Cuttack
- National Institute for Empowerment of Persons with Multiple Disabilities, Chennai.

There are five composite rehabilitation centres, four Regional Rehabilitation centres and 120 District Disability Rehabilitation centres (DDRCs) providing various kinds of rehabilitation services. Several other institutions, under Ministry of Health & Family Welfare – National Institute of Mental Health and Neuro Sciences, Bangalore; All India Institute of Physical Medicine and Rehabilitation, Mumbai; All India Institute of Speech and Hearing, Mysore; Central Institute of Psychiatry, Ranchi, etc., also provide rehabilitation services. National Handicapped and Finance Development Corporation (NHFDC) has been providing loans for self employment ventures of persons with disabilities.

Number of schemes, programmes and projects are implemented supported by an infrastructural network of the Disability Division in the Ministry. The infrastructure includes National Institutes, Rehabilitation Council of India (RCI), Artificial Limbs Manufacturing Corporation of India (ALIMCO), National Trust for Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities, office of the Chief Commissioner for Persons with Disabilities and District Disability Rehabilitation Centres. Funding schemes of the Division are - Scheme to promote voluntary action for persons with disabilities; Scheme of Assistance to Disabled Persons for Purchase/ Fitting of Aids and Appliances; Science and Technology project in Mission Mode on application of Technology for the welfare and rehabilitation of Persons with Disabilities, Scheme of National Award for the Empowerment of Persons with

Disabilities; Scheme for providing Employment to the Persons with Disabilities in the Private Sector - Incentives to employers and Audio Book Production Centres.

### **Social Defence**

The Social Defence Bureau of the Ministry caters to the requirements of neglected and marginalized people, abandoned destitute, neglected and delinquent juveniles who need care and protection for want of support or are in conflict with the society or the law, the drug addicts and offenders, the aged and host of others who need special care, protection and support. For services provided for the care and rehabilitation of juvenile delinquents, Juvenile Justice Act should be read. Likewise, policy on girl child, as well as policies for women empowerment should be read that, among other things, also deal with girls and women in need of care and protection. The programmes and the policies of the Bureau aim at equipping this group to sustain a life of respect and honour and to become useful citizens. In this process, the Bureau plays the role of a catalyst and has promoted voluntary action. The State Governments, autonomous bodies, NGOs and even the corporate world are involved in formulating and implementing the policies. All the programmes are meant to aid, prevent neglect, abuse and exploitation and provide assistance to those deprived and mainstream them.

### **Elderly Care**

In response to increasing vulnerability of elderly, the Ministry of SJE formulated a National Policy on Older Persons (NPOP) in January 1999 to reaffirm its commitment to ensure the well-being of the older persons in a holistic manner. It assures financial security through Old Age Pension Scheme for poor and destitute older persons, better returns on earnings/savings of people in organized sector, skill upgradation, self-employment, continued employment and income generation. The NPOP meeting health needs of elderly through strengthening and reorienting public health system from primary to tertiary levels, as well as implementing health insurance. The policy ensures provision of standard institutional services for the destitute and needy elderly. It further says that the State has to gear up security network to save older persons from criminal offences and police is required to keep friendly vigil. It also maintains strict and effective implementation of social legislations related to elderly. The NPOP further describes the positive roles expected from various stakeholders like Media, community people and mainly the family. It envisages training of human resource in geriatric care.

In pursuance of the announcement of the National Policy, a National Council for Older Persons (NCOP) headed by the Minister of SJE was set up to advise and aid and give feedback to the government on implementation of the policy and programmes for older persons. There is an inter-ministerial committee headed by the Secretary, Ministry of SJE for monitoring and ensuring the proper implementation of the action taken on the recommendations of NCOP.

The MSJE supports programmes for the welfare of the elderly through financial assistance to NGOs under its scheme - Integrated Programme for Older Persons and another one is Scheme of Assistance to Panchayati Raj Institutions/VOs/SHGs under which funds are provided for construction of Old Age Homes.

## Grants in aids

In keeping with its mandate, the MSJE supports and assists a number of projects in the field of Disabilities, Social Defence, welfare of the Scheduled Castes, Other Backward Classes etc, which are implemented through various Voluntary Organizations.

## Planning, Research, Evaluation and Monitoring (PREM) Division

The MSJE is implementing a number of schemes for various vulnerable and disadvantaged groups they cater to. Therefore, it is important that the impact of these schemes/programmes should be assessed and evaluated from time to time, so that these can be suitably modified/revised to make them more effective or phased out if their utility is found to be doubtful. It is also necessary to identify through research, areas where social problems are likely to arise in future so that the Ministry can plan timely interventions. The Ministry, therefore, sponsors research and evaluation studies under PREM division.

Let us list associated organizations with MSJE:

- Ali Yavar Jung National Institute for the Hearing Handicapped (AYJNIHH)
- Artificial Limbs Manufacturing Corporation of India (ALIMCO)
- Dr. Ambedkar Foundation
- Institute for the Physically Handicapped (IPH), rechristened as Deen Dayal Upadhyay Institute of Physically Handicapped
- National Commission for Safai Karamcharis
- National Commission for Backward Classes (NCBC)
- National Commission for Scheduled Castes (NCSC)
- National Institute of Mentally Handicapped (NIMH)
- National Institute of Visually Handicapped (NIVH)
- National Institute for Orthopaedically Handicapped, Kolkata
- National Backward Classes Finance and Development Corporation (NBCFDC)
- National Safai Karamcharis Finance and Development Corporation (NSKFDC)
- National Scheduled Castes Finance and Development Corporation
- National Handicapped Finance and Development Corporation (NHFDC)
- National Trust for the Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities
- National Institute of Social Defence (NISD)
- National Institute for the Orthopaedically Handicapped (NIOH) rechristened as Dr. Shyama Prasad Mukherjee National Institute for Orthopaedically Handicapped
- Officer of the Chief Commissioner for Disabilities
- Rehabilitation Council of India (RCI)
- Swami Vivekanand National Institute of Rehabilitation, Training and Research (SVNIRTAR).

**Check Your Progress 3**

**Note:** Use the space provided for your answer.

- 1) Briefly describe the scope of Ministry of Social Justice and Empowerment.

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## 5.6 LET US SUM UP

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In this unit, we studied about social policy and its relation and relevance for social welfare administration. National Health Policy, National Policy on Education, National Policy for Persons with Disabilities and National Policy for Older Persons have been delineated in the unit. You also learnt about various administrative details and programmes meant for social service and social welfare of the citizens. By now, you might have developed a clearer idea of translation of social policies into implementation of programmes and services. For further developments and recent updates it is recommended that you visit websites of various ministries mentioned in suggested readings.

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## 5.7 KEY WORDS

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**Social Policy:** Social policy relates to guidelines for changing, maintenance or creation of living conditions that are conducive to human welfare. Thus social policy is that part of public policy that has to do with social issues.

**Administration:** a method of tending to or managing the affairs of a group of people (especially the group's business affairs)

**Social Welfare Administration:** It is the administration of activities, programmes, projects and schemes related to the welfare, rehabilitation and development of the persons with disabilities, the socially deviants, the aged, the destitute and other disadvantaged population groups who require special attention of the State because of the disabilities and vulnerabilities they suffer from.

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## 5.8 FURTHER READINGS AND REFERENCES

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