CHAPTER THREE

CONCEPTUAL PREMISES: SOCIAL WELFARE, CHILD WELFARE AND SOCIAL WORK
3.1 INTRODUCTION

The present research endeavour investigates 'Anganwadis', a supplementary child welfare service under public auspices, being provided to the children below the age of six years, expectant and nursing mothers and women in 15-44 years agegroup belonging to poor families, from the perspective of the Social Work Research - an auxiliary method of Social Work. The conceptual and theoretical premises of 'social welfare', 'child welfare' and 'social work', together with a description of child welfare administration in India, are being presented in this Chapter.

3.2 SOCIAL WELFARE

The five giant universal evils of want, disease, ignorance, squalour and idleness impede the functioning and the progress of human society. In history, initially the
alleviation of social problems emanating from these evils was undertaken by the institutions of religion and state as they evolved. This counteracting effort came to be known as 'welfare', which primarily signifies an individual's good health and wellbeing, happiness and comfort as also his desirable relationship with ecological, economic and social environment. Of course, it has taken the humankind quite a few millennia to arrive at the realization that ensuring the welfare of the population, as a whole, would, in turn, ensure the smoother functioning and progress of the society. Out of this awakening has born, during the last millennium, the concept of 'social welfare'. In due course, nation-states, as they moved away from consumption-driven agrarian economies towards consumer-driven industrial economies, evolved their own social welfare services and programmes; all aiming to eventually become a 'welfare state' [1]. The 20th century concept of social welfare in theoretical and operational terms encompasses a wide range of welfare programmes and activities for the welfare of the entire population. It is now generally conceded that, "Social welfare (is) a very special type of social institution ... an institution concerned with the development of both society and the individual" [2] and also that "the twentieth century is a century of social welfare" [3].

Since its recognition as such, the concept of social welfare has periodically undergone minute examination for the purpose of defining it in relation to the emerging welfare needs in the society. Some of the recent and significant definitions are:

Walter A. Friedlander (1955):

Social welfare is a system of laws, programs, benefits and services which strengthen or assure provisions for meeting social needs recognized as basic for the welfare
of the population and for the functioning of the social order [4];

Encyclopaedia Britannica (1972):

(Social welfare is) a system of laws and institutions through which a government attempts to protect and promote the economic and social welfare of its citizens, usually based on various forms of social insurance against unemployment, accident, illness and old age [5];

Encyclopaedia of Social Work (revised in 1977):

(Social Welfare is) an organized effort to ensure a basic standard of decency in relation to the physical and mental wellbeing of the citizenry ... includes considerably more than assuring the necessities to support life ... is characterized by a large complex of interlocking preventive and protective laws and organizations designed to provide, at the least, universal access to the mainstream of society ... the ever present, active assistance to individuals and groups to facilitate their attaining and maintaining a respectable lifestyle [6];

Beaulah R. Compton (1980):

Social welfare is an institution comprising policies and laws that are operationalized by organized activities of voluntary (private) and/or governmental (public) agencies by which a defined minimum of social services ... are distributed to individuals, families and groups ... for the purposes of preventing, alleviating or contributing to the solution of recognized social problems so as to improve the wellbeing of individuals, groups and communities directly [7];
Nevertheless, the meaning and scope of social welfare vary from country to country reflecting the historical development and evolution of administrative organization and structure, stage and goals of development, type of programmes and the scale of their operation, the allocation of responsibility between government and voluntary sectors, the socio-cultural framework, etc. [8]. Wayne Vasey explains that all social welfare effort has two main characteristics, namely, (1) to strengthen the individual's capacity to cope with life situations; and (2) to utilize welfare measures to support or strengthen the family as a basic social institution [9].

3.3 CHILD WELFARE

Children are the humankind's future and its most precious present resource. Hence, on the wellbeing as also physical and intellectual development of the children today will depend the survival of the world tomorrow. Abraham Lincoln had explained the future role of children as:

A child is a person who is going to carry on what you have started. He is going to sit where you are sitting, and when you are gone, attend to those things which you think are important. You may adopt all the policies you please, but how they are carried out depends on him. He will assume control of your cities, states, and nations. He is going to move in and take over your Churches, schools, Universities and Corporations. All your books are going to be judged, praised or condemned by him. The fate of humanity is in his hands [10].

Mahatma Gandhi reiterated the humankind's hope for love and peace and also its faith in the children to secure both these as:
If we are to reach real peace in this world and if we are to carry on a real war against war, we shall have to begin with children; and if they will grow up in their natural innocence, we won't have to struggle, we won't have to pass fruitless ideal resolutions, but we shall go from love to love and peace to peace [11].

Dr. P.C. Chunder, in his 'Foreword' to the India’s National Plan of Action for the ‘International Year of Child-1979’, wrote:

A nation’s children are its supremely important asset and the nation’s future lies in their development ... An investment in children is indeed an investment in the nation’s future. A healthy and educated child of today is the active and intelligent citizen of tomorrow [12].

C. Subramaniam wrote:

Giving high priority to children’s welfare means singling out a target group which is intermingled with the rest of the population right down to the level of individual families. Therefore, it requires building up an organization and an administrative set up that goes all the way from international agencies to each village and town of less-developed countries [13].

Modern industrial society recognizes that the development of its human resources is very important in any plan of material development as the human resources is the means and also the end objective of all development processes. In any development planning, there usually is a focus on the child as he is the future adult and the future human resource, because what affects the interests of the children affects the wellbeing of the community of which they are members. Even under the UN Declaration of Human
Rights (1948), motherhood and childhood are entitled to special care and welfare assistance and that all children, whether born in or out of wedlock, shall enjoy the same social protection. On the welfare of children depends not only the moral health, social wellbeing and material prosperity of a community, but the claim of a nation to civilization itself.

The term 'child welfare' has several meanings: it is used to denote the wellbeing of children, which is the goal of all efforts in their behalf; and it signifies social welfare programs for the benefit of the children. According to Turitz and R. Smith (1965):

‘Child Welfare’ is that part of the social welfare which is primarily concerned with insuring the wellbeing of all children and youth. Within its scope are measures designed to promote conditions favourable to children’s healthy development, to prevent whatever may be detrimental to them, to protect them from harm, to safeguard their rights and to help overcome obstacles to the fulfilment, use and enjoyment of their individual potentialities [14].

Evidently, ‘child welfare’, in a contemporary sense, is concerned not only with the care for destitute, neglected, deserted, sick, handicapped, maladjusted, or delinquent children, but it also incorporates the social, economic and health activities of public and private welfare agencies that secure and protect the wellbeing of all children in their physical, intellectual and emotional development [15].

3.3 SOCIAL WORK

Historically, the Profession of Social Work developed as an agent of the Social Welfare Institution. Actually, the Profession evolved because of the Institution’s need to carry
out the welfare programmes, as an organized effort to cope with social and societal problems. Gradually, the Profession developed into much more than an agent of the Institution, and it is now expressly viewed as a facilitative process that enables individuals, groups, community and the society to avail the social welfare programmes and services.

Social welfare, as practiced today, has two distinct concepts, namely, (1) the Residual Concept, and (2) Institutional Concept. The residual concept operates on the conviction that social welfare services should be called upon only when the normal social structures available to an individual for the alleviation of the day-to-day life problems break down. The Institutional concept sees social welfare as a legitimate function of the modern state, designed to serve the population as it seeks to attain satisfying standards of life and health for themselves. According to this view, an individual's use of the social welfare services will help him to become a more productive member of the society [16].

The residual concept originated during the transition of the society from mercantilism to industrialism, while the institutional concept developed along with the progress of industrialization. The best example of the residual concept is the United States of America, where the predominant view is that public provision for old age, unemployment and illness should be confined to a residue of the poor and the needy. Accordingly, American public welfare system operates various social welfare programmes providing many kinds of benefits to the poor. The bulk of the remaining population, secures welfare services through insurance against such contingencies.

On the other hand, many Western European nations operate their public welfare systems on the basis of the institutional concept, the most successful example being that
of West Germany (prior to German Unification in 1992). The West German social insurance system provided forum for cooperation between the Government, social administrators, banks, insurance companies and entrepreneurs. The benefits were generous, automatically indexed to offset inflationary effects, linked to individual earnings and covered the bulk of material needs. The system also had an element of residual concept for immigrants, long-term unemployeds and the disabled, although the benefits were much less [17].

Nonetheless, since its recognition as the deliverer of the social welfare in the 20th century context, there have been numerous attempts to define ‘Social Work’. Some efforts [18]:

K.de Schweinitz (1924):

... a method of helping people out of trouble;

F.Lowry (1937):

... a particular way of assisting people to meet their personal and social needs;

W.W. Boehm (1958):

Social work seeks to enhance the social functioning of individuals, singly and in groups, by activities focused upon their social relationships which constitute the interaction between man and his environment;

United Nations Commission (1959): ... a helping activity directed to problems which affect economic and social wellbeing, a non-profit activity and a liaison with maximizing resources for wellbeing and facilitating their use;
Taking review of these and similar other definitions, William Gordon concluded that:

the central target of social work practice is matching something in person and situation - that is, intervening by whatever methods and means necessary to help people to be in situations where their capacities are insufficiently matched with the demands of the situation to “make a go of it” [19].

After considerable rethinking that occurred in the 1970’s, on the place of social work in a ‘welfare state’ and the ‘industrial society’, some newer definitions [20] came about:

H. Goldstein (1973):

Social work is a form of intervention which enhances, conserves and augments the means by which persons, individually and/or collectively, can resolve disruptions;

A. Pincus and A. Minahan (1973):

Social work is concerned with the interaction between people and their social environment which affects the ability of people to accomplish their life tasks, alleviate distress and realize their aspirations and values;

British Association of Social Workers (1973):

Social work aims to harness the potential in society towards solving its own problems. ... It is concerned with bridging the gap between the individual and society, with supporting him when he is vulnerable and with striving to improve the quality of life by ensuring that human needs are not overlooked or overridden in this industrial society;
National Association of Social Workers (NASW) of the USA (1973):

Social work is a professional activity of helping individuals, groups or communities to enhance or restore their capacity for social functioning and to create societal conditions favourable to their goals. ... The practice of social work requires knowledge of human development and behaviour; of social, economic and cultural institutions; and of the interaction of all these factors [21].

Sachadeva points out that the terms 'social work' and 'social welfare' are often confused and are used synonymously. He comments, "Actually, social welfare has a broader meaning and encompasses social work and other related programmes and activities" [22]. But in India, "we tend to emphasize the social action aspect of social work and thereby confuse social work and social welfare and make them practically synonymous" [23]. The points of distinction between social work and social welfare, according to him, are:

Technically speaking, social work is a process, not an end in itself but the social welfare is the end result of social work. ... The orientation of social work differs markedly from the orientation of social welfare. Social work is a professional practice ... a profession - a specialized, a modern segment of the totality of social welfare [24].

Khinduka summarizes the nature and scope of social work as: (i) it is a helping activity; (ii) it has both public and private auspices; (iii) it has a knowledge base; (iv) it has its own methods of service; (v) it draws its inspiration from humanitarianism; (vi) it has a problem-solving function and seeks to help people meet their genuine needs [25].
3.4 SOCIAL WORK AS A PROFESSION

As an activity in the service of fellow humans, social work is very old, but as a modern-day professional activity; it is very new. Social Work Profession may be described as the application of knowledge and techniques to the solution of the social problems besetting individuals, groups and communities. It is now a discipline, scientific in method and artful in manner [26].

The status of a 'profession' was conferred on the Social Work only after 'social welfare' became institutionalized under the auspices of 'welfare state' because of the social welfare institution's need to carry out the welfare programmes. Social Work, therefore, came to be viewed as the delivery system of welfare services [27]. This qualification alone would have sufficed for the Social Work to be recognized as a Profession, because a profession is also conceived as a medium for delivering services - advice or action or both - to individuals, organizations or governments, to whole classes of people or to the public at large [28]. But Social Work continues to be described as a 'profession-in-making'. Friedlander and Apte point out:

Social work as a profession does hold a major mandate to work toward social betterment through established methods and institutionalized roles. Social work has been moving towards a systematic, organized and scientific method of professional practice. Still, as a young profession, it is constantly evolving and much is left to do [29].

3.5 METHODS OF SOCIAL WORK

ACTION has greater emphasis in professional Social Work. The profession also believes
that right action is not possible without a clear conception of the meaning, rationale and scope of that action [30]. For carrying out the planned action, the social work uses its own methods, namely, (1) Social Casework, (2) Social Groupwork, (3) Community Organization, (4) Social Work Research, (5) Social Welfare Administration, and (6) Social Action. A brief description of each of these methods is as follows:

1. **Social Casework**: It is a social work process of helping individuals to adjust to each other and to their social environment. It also is a method of helping people to help themselves in their social functioning. Perlman describes it as, "a process used by certain human welfare agencies to help individuals to cope more effectively with their problems in social functioning" [31]. Casework is used in settings such as child care and child guidance institutions, schools, colleges, medical and psychiatric settings, family welfare, marriage counseling, institutions for the old and infirm as well as handicapped and with people who suffer from addiction, personality disorders, emotional disturbances, etc. [32].

2. **Social Groupwork**: Social Groupwork is based on the assumption that individuals need each other. Groupwork is a method of working with individuals or treating them or helping them to adjust to achieve their potential through the vehicle of a group and of helping the group as a whole towards the achievement of goals approved by the society. According to Konopka, "Social Group Work is a method of social work which helps persons to enhance their social functioning through purposeful group experiences and to cope more effectively with their personal, group or community problems" [33]. In India, the method has rarely been applied.
to any real life situations even in hospital or institutional settings. Groupwork method can be most advantageously used to achieve the country's development objectives through programmes of health, family welfare, education and housing, to mention a few [34].

3. **Community Organization**: It is a method that attempts to help communities to understand social problems that exist in it and to utilize available community resources to bring about solutions that will strengthen the total community and enrich the lives of its members. Ross describes it as a "process by which a community identifies its needs, gives priority to them, develops the confidence, and a will to work at them, finds resources - internal and external - to deal with them and in doing so, extends and develops cooperative and collaborative attitudes and practices within the community" [35]. The method's special significance to India is obvious as the Indian village communities need a great deal of help to improve their lot and participate in self-help programmes [36]. If the country's programmes of adult education, community health, integrated rural development, promotion of village industries, employment opportunities for the poor, and anti-poverty programmes are to bear fruit, it is imperative that community organization method - participatory planning and development - are to be utilized to the maximum extent [37].

4. **Social Work Research**: It is recognized as an important method of social work. In 'social welfare' context, it aims to determine needs for welfare services, to measure existing services in relation to needs, to obtain estimates of unmet needs for services and to establish priorities for fulfilment of needs [38].
5. **Social Welfare Administration**: It is one of the indirect social work methods which involves the translation of social policies into social services. It is a method receiving greater attention in the totality of social work practice. According to Kruse, the administrative process seeks to mobilize the total resources of the agency to the end that its purposes are translated into efficient and effective services [39].

6. **Social Action**: It is one of the newer processes emphasized in social work today. It is a method used to attack social problems and to bring about desirable changes in community living [40]. Social action is the social work’s method to promote a social change. Social action’s full potential can be realized through three strategies - collaboration, competition and disruption; with tactics varying from: research, education, cooperation, arbitration, negotiation, organization, joint action, mild coercion and, in rare and extreme cases, violation [41].

The first three of these six methods are Direct Methods while the remaining three are Indirect Methods (also known as auxiliary methods). These methods form a cohesive system for delivering welfare services to the recipients.

### 3.6 FIELDS OF SOCIAL WORK

Fields of Social Work is the ‘applied’ aspect of Social Work. The fields of social work also make it less cumbersome to carry on the welfare activities through specialized agencies/organizations created for the purpose after taking into consideration the identified target groups, available trained manpower and the available resources.

In India, the credit for first identifying the tentative fields of social work goes to Prof. A.R. Wadia, ex- Director, Tata Institute of Social Sciences. In the “History and
Philosophy of Social Work in India" (1961) edited by him, he has identified as many as nineteen fields of social work as follows:

1. Child welfare  
2. Youth welfare  
3. Family welfare  
4. Family planning  
5. Labour welfare  
6. Women's welfare  
7. Rural welfare  
8. Adult & Social education  
9. Tribal welfare  
10. Denotified communities’ welfare  
11. Backward classes welfare  
12. Nomadic tribes’ welfare  
13. Correctional work  
14. Beggar problem  
15. Physically-handicappeds’ welfare  
16. Mentally-handicappeds’ welfare  
17. Medical social work  
18. Psychiatric social work  
19. Urban community development [42].

3.7 CHILD WELFARE AS A FIELD OF SOCIAL WORK

'Child Welfare' is universally accepted as an important area of social welfare; it is also a more clearly defined field than many other fields of social work practice. Child welfare involves providing social welfare services designed to reinforce, supplement or substitute the functions that parents have difficulty in performing. A child welfare service, like any social welfare service, is an “organized formalized way of dealing with a social problem” [43], the social problem in this instance arising from the parent’s difficulty in adequately meeting the development needs of the child. Child welfare services, as a field of social work practice, are more narrowly focused. Such services are concerned with particular groups of children and their families. They are “specific services, provided to specific
populations by specific types of agencies" [44]. Child welfare services are thus alternatives to the normative familial arrangements for the care, protection and nurturing of children.

The nature, scope and the quantum of the child welfare services vary from country to country. While the focus in the Developed Countries is more on residual services, in the Developing Countries, where a large proportion of families, say anywhere between 25 to 50%, is unable to adequately provide for the growth needs of their children, both the government and the voluntary welfare effort has to raise and support an institutional child welfare services set-up. On the whole, the clientele of child welfare service agencies, both under the residual or the institutional services, is composed largely of socially disadvantaged families.

3.8 CHILD WELFARE SERVICES

Child Welfare Services seek to promote the healthy growth and development of children and to meet their needs. The programmes and services may range from distribution of food, medicine and clothing to complex systems of social insurance.

Heterogeneity of the child population, however, demands targeting of individually unique services on each category of beneficiary children. Historically, these services were delivered by religious institutions, philanthropic organizations and governmental agencies. In the developed countries, during the course of time, child welfare services became more specific, refined and are well-regulated by the Government. Major among these are: (1) Adoption service; (2) Foster care (institutional or foster home); (3) Daycare services; (4) Financial aid to family (5) Services to unwed mothers; (6) Homemaking services; [45]. Kadushin divides these services into three categories: (1) Supportive
Services; (2) Supplementary Services; and (3) Substitute Services. These categories are not mutually exclusive but frequently tend to overlap. He describes each of these as follows:

1. **Supportive Child Welfare Services:**

Supportive services are the first line of defence in dealing with actual or incipient problems in child welfare, when the family and the parent-child relationship system are structurally intact but subject to stress. If the stress is permitted to continue, it might result in a structural break; divorce, separation, desertion, and so on. Supportive services are designed to use the family’s own strength to work toward a reduction of strain in the parent-child relationship system.

2. **Supplementary Child Welfare Services:**

Supplementary services are the second line of defence, called upon when a parent-child relationship is seriously impaired because a significant aspect of the parental role is inadequately covered by the family configuration is such that, with supplementation, the child can continue to live at home without harm.

3. **Substitutive Child Welfare Services:**

Substitute services are the third line of defence and are used when the situation is so damaging as to require either a temporary or a permanent dissolution of the parent-child relationship system. The child is placed in substitute care - a foster home, an adoptive home, or an institution. In all substitute-care arrangements, the natural parent of the child yields almost total responsibility to somebody else for the performance of the parental role in relation to the child [46].
In India, child welfare services, both under public and private auspices, generally take the following forms:

1. **Maternal and Child Health Care**: Public health and medical services focused on mother and child health (MCH) recognize the fact that the infant and maternal death rates are the primary indices of a nation's progress in child welfare. Additional services under these programmes include health services to school-children, child dental care, hearing and vision clinics for children, immunizations, diagnostic and curative services, as well as health counseling services.

2. **Protective Services**: Protective services for children are generally invoked in the cases where parents or the guardian families of the children are abusive or negligent towards their wards. These services provide substitute care to the battered, abused and neglected children through foster-homes or publicly-funded institutions. Since removal of a child from his own home, in spite of its poverty or other disturbing conditions, is a traumatic experience for the child, all reasonable efforts are made to avoid this drastic step.

3. **Services to Unwed Mothers and their Children**: Most modern societies recognize that an unwed mother should receive some assistance in rearing her child. Typical services in this category include maintenance, medical care, hospitalization and social casework to help the mother to meet the social crisis and to make a constructive decision for her own and her child's future. In the Developing Countries, including India, services to unwed mothers or their children are still in infancy and are rendered by individual charity organizations or private welfare
agencies with some support from the state.

4. **Daycare Services**: Daycare centres look after the children generally between the ages of two and five while their mothers are away at work. With more and more women seeking employment outside the home, both in the Developed and the Developing Countries, what was originally meant to provide custodial care during the mother's absence has developed into broader health and educational services in collaboration with other welfare agencies. This is more evident in the urban and industrialized areas the worldover. In some countries, daycare centres must by law be provided by industries; in India, for example, every industrial establishment employing more than fifty women must maintain a creche.

5. **Foster Care Services**: Foster care services are designed for neglected or dependent children who lack the protective atmosphere of a family or an institution. Modern standards for foster care emphasize careful selection of home/institution, close supervision of the children placed in them, paying for the board, clothing, medical care and allowances for the children by the placing agency. In case of foster homes, particularly important are the counseling services provided by the placing agency's caseworkers to foster parents.

6. **Adoption Services**: In contrast to the foster care, adoption is an accepted social and legal process by which a child is received as a permanent member of the adopting family with all the attendant legal rights. Adoption procedures differ from country to country and the agency that arranges adoption conducts due investigations for matching the child against the background of the adopting parents [47].
It was Pandit Jawaharlal Nehru, the first Prime Minister of India, who prioritized the welfare of the women and children, right at the beginning of the Planning era. Long after Nehru, the women and child welfare continued to be the responsibility of the Union Ministry of Education and Social Welfare. In 1985, under the Prime Ministership of Nehru’s grandson Shri. Rajiv Gandhi, a full-fledged Union Ministry of Human Resource Development was created, together with a Department of Women and Child Development under it. The Department is headed by the Minister of State for Youth Affairs & Sports and Women & Child Development. Two joint secretaries head its two bureaux, namely, (i) Nutrition & Child Development, and (ii) Women’s Welfare and Development, and report to the secretary, the administrative head of the Department. The Central Social Welfare Board (CSWB) and the National Institute of Public Cooperation and Child Development (NPCCD) assist the Department in the implementation of some of its programmes, while the Planning, Research, Evaluation and Monitoring Unit extends technical support to the Department’s activities. Besides, the Department enlists active cooperation and involvement of voluntary organizations in all its activities, wherever necessary.

The Bureau of Nutrition and Child Development is responsible for the formulation of overall policy and implementation of child development programmes, such as Integrated Child Development Service Scheme, creches for children of working and ailing Women, welfare of children in need of care and protection, coordination of UNICEF and CARE-assisted programmes, special nutrition programmes, etc. The National Institute of Public Cooperation and Child Development trains the child development workers for the Bureau.
The Department presently operates the following Child Welfare Schemes at the national level:

1. **Financial Assistance to Dependent Children:**
   The scheme provides financial assistance to orphan and destitute children below the age of 16 years of those parents who are unable to maintain them due to chronic ailments or permanent disability but to no more than two children in a family, preference being given to the school going children;

2. **Foster Care Services Scheme:**
   The scheme was started in 1961 for providing destitute, orphan and unattached children proper physical, mental and emotional growth and a normal family setting, thus eliminating the ill effects of impersonal treatment of institutionalization.

3. **Family and Child Welfare Projects:**
   These projects cater to the needs of children upto the age of 5 years and the women living in the rural areas. Children are provided pre-school education and refreshment while in Balwadis; camps are arranged for girls and women in rural areas where they are taught homecraft, mothercraft, poultry and dairykeeping, etc.

4. **Special Nutrition Programme:**
   The programme provides protein-rich diet to the children in the age group of 0-6 years and expectant and nursing mothers for a period of 300 days in a year (the programme mostly operates through the rural and urban Anganwadis and Balwadis).

5. **Integrated Child Development Services (ICDS) Scheme:**
   The scheme provides a package of six integrated services, namely, (1)
Supplementary Nutrition, (2) Health Check-up, (3) Primary Healthcare/Referral Services, (4) Immunization, (5) Nutrition and Health Education, and (6) Non-formal Pre-school Education, to children below the age of six years, expectant and nursing mothers and other women in the age group of 15-44 years belonging to poor families through an Anganwadi in every village or an urban slum [48].

The first four of these may be treated as Residual Child Welfare Services, while the remaining two may be treated as Institutional Child Welfare Services. Particularly, the delivery of the Integrated Child Development Services rightly belongs to the State's social welfare administration.

3.9 SOCIAL WELFARE ADMINISTRATION

Social welfare administration under institutional auspices is of crucial importance as a method of social work, since the welfare policies and programmes and the appurtenant financial allocations would be rendered unproductive unless adequate administrative mechanism and processes manned by properly trained and motivated staff are in place.

Briefly stated, social welfare administration refers to the process of applying professional standards, competence and resources to secure successful implementation of the social welfare programmes for the fulfilment of the objectives. Further, in order to effectively render the social welfare services to the targeted population, the social welfare agency has to adopt certain administrative and financial procedures, which every official and worker in the agency has to fully understand and practice. Kidneigh defines social welfare administration as, the process of transforming social policy into social services - a two-way process; transforming policy into concrete social services, and the use of
experience in recommending modification of policy [49].

According to Dunhan,

(Social welfare) administration is the process of supporting or facilitating activities, which are necessary and incidental to the giving of direct service 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 services [50].

A more comprehensive definition of the Social welfare administration is given in the curriculum of the American Council of Social Work Education,

(Social welfare) administration is the process of transforming community resources into a programme of community service, in accordance with goals, policies and standards, which have 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 (solution or action) and evaluation of results [51].

It is evident from the above definitions that the scope of the social welfare administration already is very wide and is expanding everyday due to the emergence of new social problems. Hence, the contents of the social welfare administration are varied in nature; some of which are being elaborated herebelow:

The **primary concern** of social welfare administration is:

(a) Social problems - the diagnosis of their causes and their treatment through social reform and social legislation, detecting the reasons for the ineffectiveness of laws
against social evils and vices and suggesting measures to make them effective mainly through the creation of public consciousness;

(b) Social services aiming at the wellbeing of the population, through the provision of health, education, housing, etc., and the upliftment of the disadvantaged and underprivileged and vulnerable sections of society, such as women and children, the aged and the infirm, the disabled and the handicapped;

(c) Social security to compensate for the loss of income due to unemployment, disability or death caused by accidents and old age through social insurance and social assistance;

(d) Social work helps people to solve their personal, familial and community problems through enhancing their social functioning by methods of casework, groupwork and community organization, as also the auxiliary method of social work research;

(e) Social policy delineating the aims and objectives and the goals to be achieved for the welfare of the clientele concerned through social action [52].

Social welfare administration is interdisciplinary in nature and for its successful practice, has to draw from the knowledge of other social sciences, in order to understand the society and the man in their totality, and also to apply such knowledge to solve the problems of individuals, families and communities.

Social welfare administration has to develop appropriate organizational and administrative structures to efficiently carry out the social welfare programmes and to deliver social welfare services.
Social welfare administration includes financial administration, which in turn includes all the processes involved in collecting, budgeting, appropriating and expending public moneys, accounting and auditing.

Social welfare administration also includes personnel administration, involving recruitment, job specifications, job classifications, caderization, training, career development, job security, performance evaluation, professional standards, retirement plans, employee associations and workers unions and their rights to collective bargaining.

Public relations is an important part of the social welfare administration for giving out information through print and electronic media to people about the social services and social welfare programmes and schemes. Public relations also serves as a conduit for receiving the reactions and responses of the general public and beneficiaries about a particular service, programme or scheme, which in turn helps to modify the welfare policy suitably for effective service delivery.

Public participation is an administrative process unique to social welfare administration. The confidence and trust of the people in social welfare services, programmes and schemes and people’s and their representatives’ participation in it are essential for the success of welfare policies.

Research and evaluation of social welfare measures provide useful information on different dimensions of social problems; and the services, programmes and schemes implemented for their alleviation. This information has to be precise in context and be based on proper scientific analysis and interpretation, if it is to be used for improving welfare services delivery [53].
Social welfare administration being an organized activity under one or the other auspices, it has to have certain Practice Principles. The following are the generally recognized principles of social welfare administration:

1. The objectives and functions of a social welfare agency should be clearly defined;

2. Social welfare programme should be based on actual needs; it should be limited in scope and territory to a field in which it can operate effectively; it should be related to social welfare needs, patterns and resources of the community; it should be regarded as dynamic rather than static and the programme should change to meet changing needs;

3. The agency should be soundly organized; it should have a clear cut distinction between policymaking and execution; unity of command, that is, administrative direction by a single executive, logical allocation of functions in accordance with a general plan of administration; clear and definite assignment of authority and responsibility; and effective coordination of all organizational units and staff members;

4. The agency should operate on the basis of sound personnel policies and good working conditions. Personnel should be employed on the basis of qualifications for their jobs; paid adequate salaries and they should be adequate in quantity and quality of the needs of the agency;

5. The work of the agency should be characterized by a basic desire to serve human beings; an understanding of the individuals whom it seeks to serve, and of their needs; and a spirit of freedom, unity and democratic;
6. All those who are connected with the agency in any capacity should develop attitudes and methods of work which will build sound public relations;

7. The agency should operate on the basis of an annual budget; it should have an adequate accounting system and its accounts should be audited annually by competent disinterested professional authority;

8. It should maintain its records in an accurate and comprehensive but simple manner to be easily accessible when needed;

9. Its clerical and maintenance services and facilities should also be adequate in quantity and quality and efficient in operation;

10. The agency should put itself to the test of a self-appraisal at appropriate intervals to take stock of its successes and failures in the past year, its present status and programmes, its performance as measured by objectives and established criteria, its strength and weaknesses, its current problems and the next steps it ought to take to achieve better performance in the service of its clientele [54].

The tasks of social welfare administration may be expressed in the acronym POSDCORB (Planning, Organizing, Staffing, Directing, Coordinating, Reporting and Budgeting). These are briefly discussed below:

1. Planning: Planning is the formulation of intended future action. It involves the appraisal of current conditions, identification of the problems and needs of the society, determination of objectives and goals to be achieved on short-term or long-term basis, and the delineation of programmes to be implemented to reach the desired ends [55].
2. **Organization**: Organization is essentially the conscious integration of human effort for a definite purpose. It is the systemic bringing together of interdependent parts to form a unified whole through which authority, coordination and control may be exercised to achieve a given purpose [56]. Organization can be formal and informal. A formal organization implies a planned system of cooperative effort in which each participant has a recognized role to play and duties and tasks to perform [57]. Informal relationships among the persons engaged in the organization are also equally important to develop feelings of goodwill and mutual trust among them to ensure the best possible implementation of social welfare programmes.

An organization insists upon certain principles for its effective functioning; it divides work among its members; it establishes standard practices by working out detailed procedures; it provides a communication system [58]. An organization has a hierarchical or scalar process with lines of authority and responsibility running up and downwards through several levels with a broad base at the bottom and a single head at the top; it provides for unity of command which means that no individual employee should be subject to the orders of more than one immediate superior to avoid confusion and blurring of responsibility and it should recognize the distinction between line and staff as a working principle [59].

3. **Staffing**: Assuming that a good organization exists, the quality and efficiency of administration are conditioned by the suitability of personnel correctly placed in the organization. Staff constitutes an integral part of both governmental and non-governmental social welfare organization. The matters pertaining to recruitment,
selection and certification of appointment, classification, training, determination of payscales and other service conditions, motivation and morale, promotions and advancement, conduct and discipline, superannuation, staff associations and trade unions need to be considered carefully [60].

4. **Directing.** Directing implies the issuing of necessary guidelines and instructions for the implementation of programmes of an organization and removing the difficulties, if any, in their execution. In a social welfare organization, directions to the staff are indispensable for delivering welfare services to the target population and also to the beneficiaries about the correct procedure to be followed for securing the benefits to which they are entitled [61].

5. **Coordination:** Every organization is characterized by the division of work and specialization. Every organization also tries to avoid overlapping and duplication of functions and to achieve maximum teamwork among its various personnel, in order to achieve its objectives. The arrangement of ensuring cooperation and teamwork among the employees is termed as 'coordination'. Its purpose is to achieve harmony, unity of action and avoidance of conflict. Charlesworth states, "Coordination is the integration of several parts into an orderly whole to achieve the purpose of the undertaking" [62], while Newman describes it "as the orderly synchronization of effort to provide the proper amount, timing and direction of execution, resulting in harmonious and unified actions to a stated objective" [63]. Coordination is of crucial importance to the social welfare effort as numerous ministries, departments and agencies are involved in the delivery of social welfare
programmes and it is necessary to avoid overlapping and duplication resulting in the wastage of resources and effort.

6. **Reporting:** Reporting means keeping both the superiors and the subordinates informed of what is going on in the organization and arranging for the collection of such information through inspection, research and records. In a hierarchical system of organization, policy information flows downwards while reports on its compliance flow upwards. In the process, reports serve a useful function of monitoring the progress of the programmes and a source material for modifying the policy, if necessary. They also provide the necessary information for operations research. Lastly, through the reports, the Government and the public are informed about the progress of different ongoing social welfare programmes. Reporting thus constitutes an important activity of any social welfare organization.

7. **Budgeting:** Budgeting denotes the process by which the financial policy of an organization is formulated and enacted. In social welfare administration's context, budgeting is conceived as one of the major processes by which the use of public resources is planned and controlled. Budget making is a prominent component of financial management and is followed by a formal act of appropriations, executive supervision of expenditure, control of accounting and financial reporting system, treasury management and audit [64].

Lastly, **personnel administration** is an important area of social welfare administration, because the success of any social welfare programme depends on how effectively and efficiently these are executed by the personnel who are entrusted with
the task of administering them. According to Pfiffner and Presthus, major activities in 'Personnel Administration' should include:

1. **Job Analysis and Position Classification**: The description of the work to be performed in a given job which becomes the basis for effective recruitment;

2. **Recruitment and Placement**: The process of individual skills and aptitudes with job or class specifications.

3. **Evaluation, Promotion and Transfer**: The procedure used to recognize accomplishment and to use individual abilities to greatest advantage.

4. **Compensation Scales**: Plan for assuring equal pay for equal work, with salary gradation based on individual skills required by the job.

5. **Training, Counseling and Improving the Working Conditions**: These are the most important of a variety of services designed to motivate employees.

6. **Employee Relations**: This includes handling on-the-job and off-the-job relations with employee associations, trade unions and individual employees.

7. **Disciplinary Action**: Supervision of individual suspension and dismissal cases.

8. **Personnel Records**: Maintaining such employee records as duty-rosters, time-records, sick and vacation leave records, eligibility lists, payrolls, etc. [65].

These methods and their underlying assumptions, however, are likely to change from place to place and from country to country, depending on the changing circumstances and the new insights that may be afforded by research and experience into the organizational behaviour.
A.E. Gorwale observes, "It shall be understood that the mere laying down of right policies and programmes is not enough, the test of performance that the work of individual officials of all grades should be judged and praise or criticism given" [66]. Nonetheless, the personnel working in a social welfare administration set-up are expected to be imbued with the qualities of dedication, devotion, discipline, integrity, compassion, belief in the dignity and the worth of a human being [67].

REFERENCES

1. The concept of 'Welfare State' in a modern context was first propounded by William Beveridge in his "Social Insurance and Allied Services" (1942), (New York: Macmillan). Now, fifty years after its first exposition, a 'welfare state' is generally understood to mean a "social system based upon the Government's assumption of the primary responsibility for the social welfare of its citizens by such programs as health and unemployment insurance, subsidies to agriculture, housing, transportation and other segments of economy, minimum wages and prices". "The New College Encyclopaedia", New York: Galahad Books, p.887.
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34. Sachadeva, D.R., op.cit., p.43.
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48. Ibid.
52. Sachadeva, D. R., op. cit., p. 97.
53. Ibid., pp. 98-9.
54. Ibid., pp. 100-101.
55. Ibid., p. 102.
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