CHAPTER I
INTRODUCTION

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CHAPTER I

INTRODUCTION

This chapter is schemed in such a way that it throws light on the key concepts of the study - the concepts being Social Welfare, Social Welfare Administration and Child Welfare. This chapter furnishes the background and theoretical information on these concepts and gives conceptual clarification. It is in the light of this information that the empirical data is analysed in the later chapters of the study. The developments in the field of social welfare at international, national and state levels are analysed here. The contemporary developments and realities in the field of social welfare in general and child welfare in particular is the focal point in the later chapters. Therefore much stress is given here to the theoretical and historical aspects.

Welfare is a dynamic concept and its meaning has changed from time to time. Generally we understand that welfare is a state of being healthy and comfortable. It includes all organised efforts to improve the living conditions for the needy. Earlier, welfare was understood as efforts to help the weaker sections only in terms of relieving their problems and not actually curing them. Initial welfare measures only intended to conceal the gravity of problems and meeting the basic needs. Later on welfare assumed greater connotation and it included under its umbrella provisions of health education, housing services and even legislations and social security measures. Today, welfare is not only measures taken for the wellbeing of weaker sections but for the wellbeing of the entire society. The term welfare has various aspects
like economic welfare, social welfare, moral welfare, political welfare, educational welfare and the like. This chapter confines to and elaborates on the social welfare aspect.

1.1 Social Welfare.

The present study is focusing on the problems of Social Welfare Administration, hence it is essential to have a proper understanding of the concept of social welfare in theoretical terms and the first part of this chapter deals with the background information required in understanding the concept better. The term social welfare is very familiar to the layman and the picture it creates in their mind is that of old age homes, orphanages and other such charitable institutions. In a broader sense, this concept is influenced by time and place. The welfare needs of twenty years back does not remain the same today and what is expected today by welfare will not be the same twenty years from now. In any country, the concept of social welfare is influenced by evolving social, economic, political and cultural trends and therefore this term could attain a fixed meaning only at the price of failing to meet new situations. The Department of Social Welfare, UN, points out that “the field of social welfare has not settled into fixed or uniform patterns and is therefore resistant to clear-cut definition. This fact is reflected in widespread confusion as to what constitute qualified personnel and appropriate training. In no country have the frontiers of social welfare or social service or social work has been established beyond cavil.” However certain writers have tried to define social welfare. According to Prof. Friedlander - “Social Welfare is the
organised system of social services and institutions, designed to aid individuals and groups to attain satisfying standards of life and health. It aims at personal and social relationships which permit individuals the development of their full capacities and the promotion of their wellbeing in harmony with the needs of the community”3.

The methods and techniques followed by any society in dealing with social problems and providing welfare has always been subjected to change. But still social welfare is a very important element in social life especially in the context of industrialised societies. Above all these changes, the institution of social welfare is expected to perform three main functions which can be termed as Maintenance Activities, Development Activities and Change Activities. Maintenance activities include all those attempts to help individuals and groups to lead a smooth and stable life whereas developmental activities include all attempts that aim at the growth of individuals and all social institutions. Change activities aim at changing individual, family and group functioning as and when found necessary for the benefit of them.

1.1. Models of Social Welfare

Administration of social welfare in any country depends on the approach adopted towards the welfare system. The form, scale, content and size of the welfare programmes depend on these approaches which are based on each society’s social, political and economic ideology. As the focus in the later chapters of this study is on the administration of social welfare, it is
worth analysing the various views or models of social welfare in different countries of the world.

1.1.1.1 The Residual View

The residual view considers the role of social welfare as that of filling the gap. This view holds that social welfare services are to be provided only when individual’s needs are not properly met through other social institutions, mainly the family. According to this view, social welfare should not be provided until all other measures are completely exhausted. It also feels that funds and services should be given on a short term basis and should be withdrawn immediately after the individual or family regains their ability to manage themselves. United States is a best example for this model.

1.1.1.2. The Familial Model

The role of family in social welfare is emphasised in this model. The care of child, aged and disabled is considered as the responsibility of the family in this view. The best example of an advanced society in which a very high value is still placed on the role of the family is France. Their family system is still very strong. Only in late 1960s much later than the other European countries that France felt the need for an unemployment insurance plan. And it is still common for the unemployed French factory workers to be absorbed temporarily in some kind of family enterprise.

1.1.1.3. The Institutional Model

According to this view, social welfare functions are to be accepted as a proper, legitimate function of the industrialised society in helping individuals
to attain fulfillment. This view holds that individual’s problems arise out of the factors that are not within his control. When difficulties arise causes are sought in the environment and efforts are focused on improving the social institution within which individual functions.

1.1.1.4. The Model of State Control

Welfare system is solely controlled by the government here. Soviet Union is an example. Private welfare has not been entirely abolished and the insurance system is strongly marked by certain features that are often thought of as peculiarly, “Capitalist”. The whole of social insurance, residual welfare, personal social services and the bulk of medical treatment are organised by provincial authorities or by local authorities.

The quantum and quality of social welfare programmes and administration can not be uniform in different countries as there are variations in the approach adopted. These approaches can again undergo changes along with changes in the government and political and economic ideologies, availability of resources and the like. In India, we find that in spite of the growing complexities as a result of industrialisation and urbanisation; family ties are still very strong. At the same time our government is also conscious of its obligation to provide maximum welfare to its citizens and is involved in providing direct services. The government is also encouraging voluntary efforts in this direction. Thus we find aspects of institutional model and familial model of social welfare existing in India.
1.1.2. Evolution of Social Welfare

The very history of social welfare can be traced to the earlier group living. Man lived in groups out of the needs for physical protection, food gathering, sexual relation and the like. The need to care for the children resulted in the emergence of earlier forms of family and tribe. Later family became a very stable social and welfare unit in which many common human needs were met and the concept of responsibility was thus established and the future history of social welfare can be seen in the progressive expansion of groups for which responsibility was felt.

Concern for poor, disabled and needy had existed in all societies at all times. But the concept of a welfare state and the development of an organised form of welfare system have a later origin. In all nations the social welfare system has progressed through different stages. Industrial revolution and its resulting changes had forced Medieval England to pass some acts like The Elizabethan Poor Law of 1601 which was later amended and Speenhamland Act of 1796. These acts are important events in the development of social welfare in United Kingdom. The adoption of Poor Law of 1601 and Law of Settlement and Removal of 1662, American Revolution, Establishment of Morrill Act and Freedom’s Bureau, emergence of Charitable Organisations Society and finally the establishment of several colleges and universities to give training in social work are some of the milestones in the development of social welfare in United States.
1.1.2.1. Evolution of Social Welfare in India

Every aspect of Indian society is predominated by humanitarian philosophy and social welfare in India is as old as Indian society. The evolution and development of social welfare in our country can be broadly classified into three periods:

1.1.2.2. Pre-British Period

This includes both the ancient and medieval India. During this time social welfare was an integral part of the religion and responsibility of the government. All the rulers of these periods have undertaken measures of social welfare. There were several charitable institutions for poor and disabled, several works of public utility were also undertaken by the rulers such as building separate hospitals for men and animals, national highways, rest houses and the like. There were village republics to look into village administration and protection of the weak. Arrangements were made for irrigation and free medical facilities to the people. Ancient rulers also reformed the system of communication and built roads, established charitable institutions, and almost all the rulers personally took interest in the problems of cultivators, disabled and destitute.

1.1.2.3. British Period

At this time Indian society was orthodox and custom bound. Every kind of custom received sanction under the cover of religion. The customs of sati, untouchability, dedication of women to temples, caste system, were all prevalent. The new way of thinking characterised by rationalism, democracy
and liberalism brought in by the British rule influenced and motivated several men of the time to raise their voice against the social evils prevalent in the society and social welfare during this period evolved in the form of social reform movements. The various reform movements like Brahma samaj, Arya samaj, Rama Krishna Mission all raised the public opinion against the evil practices of our society and succeeded in introducing some legislation as a relief to this situation. Besides, several leaders advocated for social reform along with the growing Nationalist Movement. Contribution of Gandhi in this regard is significant. Gandhi pleaded for the equality of women, harijan welfare, betterment of rural economic life and for a system of education geared to the work and life of the people. He was also interested in the problems of health and sanitation and showed special concern for the lepers. Gandhiji’s social reform was part of his larger public life and was included in his “constructive programme” which was a movement for economic betterment and for improving the tenor of social life.

1.1.2.4. Post Independent Period

After independence, social welfare programmes were undertaken in a more organised pattern and has its base in the Indian constitution which empowers the state to promote the welfare and meet the basic needs of the weaker sections of the society. These programmes were included in the five year plans and have taken shape in stages in the course of the plans. In each plan a target group was identified and funds were allocated for meeting their needs. Social Welfare Department was established to co-ordinate the welfare
programmes of the country. Social Welfare Advisory Board was also established in all states and union territories to co-ordinate the voluntary efforts in the nation. A sizable portion of the financial assistance from the Board is extended to voluntary institutions through the State Boards. Thus passing through different stages, social welfare in India has acquired its present status

1.1.3. Social Welfare across the World Today

After having discussed the various models of social welfare and some important events in the development of social welfare in India and abroad, it is necessary to focus on the ideological or value framework of welfare system today in major countries.

Social welfare in United Kingdom is identified with the term “Welfare state” which Richard Titmus deplored referring to it as an “undefinable abstraction”. In general a welfare state is defined as a country that establishes income support programmes and services such as those envisaged in the renowned Beveridge Report (William Beveridge, Social Insurance and Allied Services, Macmillan, New York, 1942). This was a report proposing social welfare provision for the entire population of a country from “cradle to the grave”. In pursuance of the report, Britain developed a comprehensive social security system to fight what Beveridge has called the five giant evils of want, disease, ignorance, squalor and idleness. In Britain the essential ingredients of social welfare have been the guarantee of a national minimum social security with children’s allowances and comprehensive health insurance available to
In United States although there has been extensive development of various forms of social insurance under both public and private auspices, ‘means test’ programmes for special categories are usually relied upon to protect the population from dire poverty. The insurance based medicare provides limited physician and hospital services to eligible aged while the means based medicaid provides comprehensive medical care.

Canada has developed a highly organised and reasonably efficient social welfare system. There social welfare is conceived as a generic term that encompasses the network of legislation, social policies, programmes, institutions, resources and services that exist in modern society to attempt to ensure that all people have access to those things necessary to permit them to develop their potential as individuals in a manner acceptable to themselves with due regard for the rights of others. Scandinavian countries are reputed to have the world’s best developed and most efficient social welfare system. There the social welfare system is based on the principle that a citizen has an unconditional right to certain contributions from the public if he met with a few general qualifications and that this principle should apply to pensions for the aged and disabled and to health services for the entire population.

The values underlying the Chinese welfare system are an amalgam of traditional and contemporary ideologies. The Confucian welfare legacy of family dependence rather than government dependence has been promoted as a means of lessening the welfare burden on the state. Maoist ideology has moulded the fabric of Chinese welfare system. The basis of Chinese welfare
philosophy has been the idea that it is the best interest of society to alleviate poverty and to assist those unable to care for themselves by increasing production rather than embarking on a protective policy of income redistribution”. The constitution of Japan enunciates explicitly, the concept of the people’s right to social security and social welfare and the state’s obligation to guarantee that right. The idea of a state guaranteed right of subsistence is the welfare ideology of the people. Japan has given over emphasis to medical care and income security, which has resulted in a lower priority being given to the personal welfare services for particular target groups. It is high time for them to give more emphasis on personal social services.

In India social welfare is always dominated by the values of humanitarianism, spirituality and individuality. Society does not impose any welfare measures on its citizens. People are free to decide whether to make use of the provisions under a particular programme or not. It also considers individual capacity with regard to the solution of the problem which confronts him. Social welfare recognises that several factors can lead to one particular problem. Hence a detailed study of these factors is done before planning a welfare programme to help a client or community. Such a programme has greater chance for success. The government also believes in the collective responsibility of the government, various administrative staff, entire community and individuals in attaining the goal of welfare state. Commitment, co-ordination and responsibility on the part of all individuals,
departments and institutions concerned are essential in attaining social welfare in India.

All nations have developed social welfare services as they moved from agrarian to industrial economies. The role of family in protecting its members is reduced in the modern complex societies and it demands the need for an external agency to provide welfare. In all countries welfare is now the concern of both public and private agencies. The role of these agencies in the Indian context is dealt in detail in the following part of this chapter.

1.1.4 Agencies of Social Welfare

International activities in social welfare are a recent phenomenon. Starting with a brief description of such international welfare agencies in India, the researcher moves on to the national agencies, i.e., the Government and Non Government Organisations in detail. Assistance in times of mass distress like famine, floods, earthquakes and the like by one nation to the other is known from time immemorial. But international activities in social welfare in a broader sense began in the middle of the nineteenth century. This is based on the recognition that international co-operation in social welfare is needed in order to secure the wellbeing, social and economic security and good health in human beings everywhere, which are indispensable for world peace and stability. International social welfare agencies can be classified into five groups:

- Private International Organisations
- Government Agencies of International character,
1.1.4.1 Role of NGOs in Social Welfare

In India, Voluntary organisations constitute a reckonable force and have a long and established history of social service. The Report of Working Committee Group on Administrative Machinery for Welfare Programmes, observes that the “sphere of social welfare is still very largely the domain of voluntary workers and voluntary organisations. They constitute the king-pin

- Private International Organisations having autonomous organisation in each country
- National Government Agencies extending their work to other countries
- National Private Agencies extending their social service to other countries

Some of those international agencies actively functioning in India are the Red Cross, YMCA and YWCA, UNESCO, UNICEF, WHO, ILO, FAO, International Conference of Social Work, International Union for Child Welfare, The Ford Foundation, etc. All these agencies have made awesome contribution towards the benefit of people in different fields in India. But the administration of these international agencies does not come within the purview of welfare administration in India. As this study is focusing on the problems of welfare administration in the Indian context, especially in the state of Kerala, the national agencies of social welfare namely the Government Organisations and the Non-Government Organisations are considered in detail.

1.1.4.1. Role of NGOs in Social Welfare
of the machinery for the implementation of welfare programmes”. The important organisations that played significant role in welfare activities initially were Brahma Samaj, Arya Samaj, Prarthana Samaj, Theosophical Society, Rama Krishna Mission and the like.. A major area of work by non governmental organisations had been in the care and rehabilitation of orphans and destitute people. There had been non governmental organisations to meet the special requirements and specialised interests of special groups such as the aged, handicapped, women and children. Balkanji Bari, Guild of Service, Children’s Aid Society, and ICCW were few organisations involved in excellent child welfare activities. Age-India and Help Age India are the voluntary organisations engaged in the welfare programmes for the aged. At present there are a lot of non governmental organisations in the state actively engaged in the field of helping drug addicts, cancer patients, Aids patients, alcoholics, mentally challenged and various other target groups. They are making significant contribution in their respective field which would not be possible by government organisations alone. These non governmental organizations give more emphasis to rehabilitation services than the government sector. In 1953, Central Social Welfare Advisory Board was established to co-ordinate and guide the non governmental efforts.

Even today, social welfare field is dominated by voluntary activities. Government has also recognized their capacities and is encouraging and giving assistance to non government sector. No complete or reliable data is available about the total number of non government organisations in the
country but there are huge number of NGOs receiving grants from the Central Social Welfare Advisory Board and a much more is functioning probably with their own resources derived from charity, donations, gifts and also from funding agencies. Non Government Organisations show wide variations in the aim, ideals, quality of personnel and quality of services. Some are well established organisations with a distinguished record of dedicated services while some others are sprung up to take advantage of the grants and funds available. The level at which these organisations are functioning and the range of their activities also vary. Some are All-India Organisations and others are district or sub- district level organisations.

Non governmental organisations raise additional resources and manpower and meet the uncovered needs and enrich social life. They perform a number of functions for the welfare of its members, the development of the country and integration and solidarity of the society and nation. Voluntary organisations provide an opportunity to all those who are willing to serve the society to come together and serve as a source of relief for thousands of innocent lives.

1.1.4.2. Role of Government in Social Welfare

Before India came under British rule, welfare activities such as care of the handicapped, aged, destitute, children were the responsibilities of joint family, caste and religious institutions. The government or the rulers assumed only limited responsibility for social welfare. During British rule, Indian society witnessed drastic changes due to urbanization and industrialisation which resulted in the need for an organised system of social welfare.
The government followed a policy of least intervention in social reform and assumed minimum responsibility for social welfare. Most of the social welfare work was done by the voluntary organisations. These organisations were mostly run on communal lines and their services were therefore limited to a particular caste or religious group. The state passed certain social legislations on its own initiative mainly for the control of vagrancy and crime. Other social legislations were introduced reluctantly by the government under the pressure from reformers. Institutional services were provided by the government in capital cities or in big industrial areas under the legislative measures for the control of crime and vagrancy. One area where the government was most active was in the welfare of the industrial workers mainly under the pressure from textile mills in England and later on also due to the work of philanthropists and early trade union leaders.

After independence the government was faced with the problems of refugees who were pouring in great numbers as a result of the partition of the country. This was a problem of unprecedented magnitude and the government had to organise relief and later rehabilitation measures on a large scale. The task was handled by the government by utilising its administrative machinery and personnel in association with some voluntary social workers and organisations.

The year 1950 marked a new phase in the role of state in social welfare. Indian constitution came into force and the planning commission was established in this year. The Directive Principles of State Policy emphasised
the achievement of social, economic and political justice. This was further elaborated in the articles of the constitution. Article-38 directs the state “to secure and protect a social order which stands for the welfare of the people”. Various articles of the constitution deal with specific activities to be undertaken by the state in this direction. Some of the major areas of state activity to achieve the welfare of the people are securing adequate means of livelihood to all citizens, the protection of the strength and health of workers and avoiding circumstances which force citizens to vocations unsuited to their age or strength, protection of childhood and youth against exploitation or moral and material abandonment, to secure the right to work, education and public assistance in case of unemployed, old age and sickness. In accordance to the spirit of our constitution, a large number of welfare programmes have been included in five year plans. These programmes have taken shape by stages in the course of the plans. The field of welfare services became more organised in the later days with the establishment of a Department of Social Welfare at the centre and the creation of an independent Ministry for Social Welfare. The birth of this department and ministry and its course of progress over the years describes the history of Social Welfare Administration in India.

1.2. Social Welfare Administration

Today welfare does not happen by chance anywhere. It is no longer an individual act of charity. Welfare is a planned and organised activity in today’s world and state and government has greater role to play in this field.
The planning, organisation and implementation of welfare activities is what we mean by Social Welfare Administration. John.C. Kidneigh defines “Social Welfare Administration is the process of transferring the social policy into services and the use of experience in evaluating and modifying policy”.

Social Welfare Administration is a continuous process involving certain stages. Planning is the starting point. In this stage, objectives are defined clearly on the basis of which broad policies are formulated and the ways and means of achieving these objectives are identified. Planning is followed by the organization of the staff by assigning them duties and responsibilities inorder to materialize these plans. Appropriate staff needs to be selected, trained and recognised for their work and they also need to be directed properly to get the work done. Social welfare administration is a team work. No individual can work alone in this process and hence there is a need for co-ordination among the activities of all members concerned in the different stages of this process. The whole activity need to be budgeted because finance appears to be the backbone in materialising these objectives. Finally the whole process needs to be reported. Reports serve as feed back and help in assessing the rate of its success and identifying the limitations according to which necessary modifications can be made in the policies and programmmmes. The aim of the present study is to analyse these stages of administration in the context of institutional services for children in need of care and protection and identify its limitations and problems. Social Welfare Administration includes the organisation of welfare services in both
government and non-government sector. Therefore the study includes within its purview public and private services for children.

As the later part of the thesis is going to deal with empirical data in the field of welfare administration, here the researcher concentrates on its theoretical aspects relevant in the context of the study. Broadly, the functions of Social Welfare Administration are

- To look in to the need and efficiency of social policies
- To undertake programmes of social welfare
- To provide direct services to public through government institutions
- To provide indirect services through private institutions
- To initiate new projects and secure enough resources
- To monitor and evaluate these programmes
- To bring about necessary modifications and finally achieve the goal of social welfare.

1.2.1. Development of Social Welfare Administration in India

Welfare activities had existed in India from time immemorial. Earlier welfare measures were result of activities by individual rulers, reformers and religious groups. The role of state was minimum. Such an informal and voluntary effort could afford to lack organisation and administrative structure. Since independence Government of India had taken keen interest in the field. Government was convinced of the need to improve administration and infrastructure in the execution of welfare programmes and thus social welfare got transferred from an informal and voluntary process to a formal official system and thus marked the birth of welfare administration in the country.
Any discussion on the development of welfare administration in India has to begin with Indian Council of Social Work. ICSW has played a very significant role in the development of welfare administration and was the first to raise voice for the creation of a Ministry of Social Welfare. ICSW was earlier known as Indian Conference of Social Work. After independence, graduates from Tata Institute of Social Sciences headed by Dr. Kumarappa had begun to feel that there was no organised All-India Forum of Social Welfare where professionals and volunteers could meet and develop a common approach. A similar feeling was expressed by a group of Madras based voluntary agencies led by the Guild of Service and as a result an All-India Organisation came into force at Bombay. A strong delegation led by Lady Nye and many others came to Bombay where the first conference was convened by the alumni of Tata School of Social Sciences. At the conference, for the first time, the subject of social welfare in all its facets was discussed. It was a very exciting session from which originated the Indian Conference of Social Work.

The historic birth of Indian Conference of Social Work was followed by the creation of its first state branch at Madras. Several sessions were held later on in different states and branches of ICSW were established as well. The work of ICSW gathered momentum and they succeeded in formulating and ensuring the adoption of an institutional framework for social welfare. In 1953, for the first time the ICSW presented a memorandum to the then Prime Minister, Mr. Nehru, urging the creation of a Ministry of Social Welfare with
a corresponding set up at the state level. The interventions of ICSW on the legal and legislative front have given rise to many laws. On the programme side also they took a daring lead. On the international scene promising links were soon established. In 1952, the first International Conference of Social Work was convened in Madras. ICSW continued to expand its scope of activities. Today when Ministries and Departments of Social Welfare have blossomed forth at the centre and in most states, ICSW can take its share of credit for the achievement. The year 1964 is a landmark year in the history of Social Welfare Administration in India. The Department of Social Welfare was created in 1964 at the centre which was later elevated to an independent Ministry of Welfare under the Central Government. This ministry is responsible for welfare in the country today. At the time of establishment, Social Welfare Department was a part of the Ministry of Education and Social Welfare. This department looked after child welfare, women welfare, family welfare, welfare of the handicapped, social defense, rehabilitation of displaced persons, welfare of scheduled and backward classes, etc. Some of these functions were previously dealt within the Ministries of Education, Health and Home Affairs. The Department of Social Welfare was converted into a full fledged ministry in the year 1979. The activities of the ministry were carried out through three Bureaus each headed by a joint secretary. These were Nutrition and Child Development Bureau, Social Security and Handicapped Welfare Bureau and Women’s Development and Social Defense
Bureau. The Planning, Research and Evaluation and Monitoring Division provided technical support to the activities of the ministry.

With the formation of the new government after the general election in December 1984, the Ministry of Social Welfare was renamed as Ministry of Social and Women’s Welfare. With the re-organisation of several ministries in September 1986, the erstwhile Ministry of Social and Women’s Welfare was re-organised into the Ministry of Welfare and The Department of Women and Child Development. The Ministry of Welfare was to look after the welfare of the scheduled caste and tribes, minorities and other backward communities, welfare of disabled, social defense programmes etc. The activities of the ministry were carried out through three divisions and two cells. The Department of Women’s Welfare was now part of the Ministry of Human Resource Development which was under the charge of a Cabinet Minister\textsuperscript{13}. This department was brought under the Ministry of Welfare in 1990 but was again transferred to the Ministry of Human Resource Development in 1991. After the formation of new government in 1998, the name of the Ministry of Welfare was changed to Ministry of Social Justice and Empowerment. The ministry continues to be called so even today and aims at meeting the social welfare needs of the people in an integrated manner with a progressive outlook and with optimum use of country’s resources.

1.2.2. Agencies of Social Welfare Administration

The entry of state in the field of social welfare is marked by the establishment of Social Welfare Department and Social Welfare Advisory Board. These are the two agencies through which Social Welfare
Administration is carried out in the country. They come under the Ministry of Social Justice and Empowerment. Social Welfare Department is directly involved in providing services for various vulnerable groups. But the coverage of government services is very limited. This gap is filled up by the services given by the NGOs. The administrative authority of the government and non-government sector are the Social Welfare Department and Social Welfare Advisory Board. Hence the evolution of these agencies, their organisational structure and the programmes administered by them are looked into as these two agencies are linked to the subject matter of this study.

1.2.2.1 Social Welfare Department

The planning Commission set up by the Government of India in March 1950 to prepare a plan for the most effective and balanced utilisation of country’s resources formulates the programmes of social welfare in the country. Then onwards in all the five year plans a budget has been allocated for social welfare. The Department of Social Welfare was created at the centre in 1964. Subsequently Social Welfare Department was established in all states as well. The purpose of Social Welfare Department is to chalk out various welfare schemes and programmes for the underprivileged sections in the society. Such programmes are devised by the department at the centre and also by the state departments according to the need felt in each state. In Kerala, Social Welfare Department was established in 1975 with an aim of framing social welfare programmes to protect, rehabilitate and attain overall development of the weaker sections of the society like destitute, aged, handicapped and the like.
The department is directly involved in providing institutional services for various target groups. Abala mandirams, rescue homes and after care homes are maintained for protecting destitute women and women involved in immoral trafficking. ICDS is a very important programme to be mentioned in the field of child welfare which aims the overall development of the children. Nutrition programmes, informal free-school education, health checkups, accurate referral services and health and nutrition classes are provided under ICDS. Besides Children’s Homes are maintained for saving children who are in need of care and protection and observation homes and special homes and probation services for children with criminal background. Institutional care is also given for physically handicapped, mentally deficient children and aged and destitute men and women by the department. There are also certain schemes for financial assistance to the risk groups and grants for NGOs. There can be slight variations in the programmes carried out by different state departments in accordance with the needs and problems felt in each state. Similarly the organizational set up may also vary slightly in status.

1.2.2.1.1 Organisational setup of the Department of Social Welfare at the Centre
1.2.2.1.2 The Organisational set up of Social Welfare Department in Kerala

MINISTRY OF SOCIAL WELFARE

SECRETARIAT
Secretary of social Welfare, Additional Secretary, Under Secretary, Section officers and other staff

DIRECTORATE
Director, Additional Director, Junior Directors, Assistant Directors, Sr. Superintendent, Jr. Superintendent and other staff.

REGIONAL OFFICE
Regional Assistant Director, other staff

DISTRICT SOCIAL WELFARE OFFICE
District Social Welfare Officer, District Probation Officer, Programme Officer

BLOCK LEVEL
Child Development Officers

PANCHAYAT LEVEL
Supervisors

WARD
Anganwadi workers
1.2.2.2. Central Social Welfare Board

The government in free India has realised the role of voluntary efforts in the field of social welfare and felt the need to strengthen and assist the activities of voluntary organisations. For this purpose, Government of India set up the CSWB on 12 August 1953. The special fields entrusted to the Board were the welfare of women, children and the handicapped. This Board was predominantly non official in character. It was an autonomous body with powers of decision making and administration. The CSWB was set up in the first five year plan itself. The functions assigned to the CSWB by the Government Resolution were to assist in the improvement and development of social welfare activities, in particular:

- To conduct a survey on the needs and requirements of social welfare organisation
- To evaluate the programmes and projects of the aided agencies
- To co-ordinate the assistance extended to social welfare activities by various ministries in the central and state government
- To promote the setting up of social welfare organizations on a voluntary basis in places where no such organisations exist
- To render financial aid when necessary to deserving organisations or institutions on terms to be prescribed by the Board.

Later more functions were added as follows as per the recommendation of the Study Team appointed by the Committee on Plan Projects.
• To organise a field counselling service as an effective supplement to the working of the grants-in-aid programme to assess the programmes and projects of aided agencies.

• To promote the setting up of the rural welfare projects to be administered through the agency of the State Social Welfare Advisory Board.

• To initiate the organisation of pioneering welfare services and

• To stimulate effective co-ordination among voluntary agencies especially at the national level and among agencies covered by the grants-in-aid programme.

A year after the establishment of CSWB, State Boards were also established by August 1954. In 1964 with creation of the Department of Social Security the CSWB came under this department. The schemes and programmes undertaken by the Board includes general grants — in aid to voluntary organisations, welfare extension programmes for women and children, community development programmes, welfare extension programmes for women and children in urban slum areas, assistance to voluntary organisations for running working women’s hostel, holiday camps for children, organising balawadis, integrated pre-school project, welfare extension projects in border areas, mahila mandal programmes, training of rural women in public co operation, supplementary nutrition programmes and the like.
1.2.2.2.1. Organisational Structure

State Boards have a uniform pattern and organisation. The State Boards are constituted by State Governments and union territories in consultation with the CSWB. The membership of the Board is also decided by these two agencies in consultation with each other. The chairman of the Board is a non official appointed by mutual agreement between these two. Normally, the Board consists of the representatives from each district in each state. Representatives are from University Departments, Schools of Social Work, Department of Health, Social Welfare, Education and State Legislature. Half the members are nominated by the CSWB and the other half including the chairman for a term of two years by the government. The Board also has a standing committee of chairman, vice chairman, treasurer and one more member of the board. It may also have adhoc committees or sub-committees or panel of experts to deal with specific problems.

Social Welfare Department and Social Welfare Advisory Board are the two hands of the administrative machinery through which the state is trying to find a solution to the situation of inequalities, disproportion and disadvantages. These agencies are involved in designing and implementing services for the weaker and vulnerable sections of the community who, due to some handicap in social, economical, political or mental aspects are unable to make use of or denied the use of welfare services.

1.2.3. Fields of Social Welfare Administration

The key term in John. C. Kidneigh’s definition of Social Welfare
Administration is that it is a process of transferring social policies into services. Hence any area where there is a need for social service becomes the field of social welfare and comes under the scope of welfare administration. In fact its scope is very wide and the areas constituting its field are increasing day by day due to the emergence of new social problems. The challenges and responsibilities in front of the government are also increasing. Welfare Administration has numerous tasks to tackle and they are primarily concerned with women welfare, youth welfare, welfare of the aged and infirm, welfare of the handicapped, etc. The present study is focusing on the administration of institutional services for children in need of care and protection. Hence the area of child welfare acquires significance in the context of this study and needs elaboration.

1.3. Child Welfare

Children are a dependent group. Their life and future lies in the hands of others. Millions of children all over the world are living under threatening circumstances due to poverty, ignorance, lack of medical facilities, changing social and familial system and various other reasons. A happy and content life is a dream for many of them. Children deprived of opportunities for safe living are a hard reality especially in the case of developing countries. In India, children were not always safe. In Ancient India, there were several evil practices such as preference for male child, child marriages, female infanticide and the like. Though these are regulated to some extent by law, new problems have crept in to the societies in accordance with the growing
complexities in social life. Problems such as child prostitution, child begging, destitution, exploitation, abandonment are major areas of concern for the state in today’s time. The state is now conscious of the fact that life of our children are at high risk and they are under constant threat. Understanding this fact, the government has enacted several legislations, undertook several projects and schemes, established several organisations and institutions. Several NGOs are also functioning in the country with an aim of protecting children. Today child welfare programmes acquire much significance among other measures of social welfare.

The concept of Child Welfare services has changed with the changing concept of social work. Helpless and destitute children have been the subject of ancient religious charity. But the recognition that all children need help including the destitute is a recent phenomenon. Now child welfare has a broader meaning. It is not only concerned with the care of maladjusted delinquents, but incorporates the social, economic, health activities of public and private agencies, which secure and protect the wellbeing of all children in their physical, intellectual and emotional development.

1.3.1 Child Welfare-Some International Developments

Certain international developments regarding child rights have contributed towards the recognition of child welfare services all over. The researcher first looks into those details before discussing the Indian scene because these international developments have influenced the central and state governments in developing the child welfare programmes.
1.3.1.1 UN Convention on the Rights of Children

The year 1979 marked a turning point in the international legal concept of the Rights of Children. International Children’s Rights instruments drafted prior to that date viewed the child as a being solely in need of care and protection. Children’s Rights instruments drafted after that date recognising the child’s rights of individual personality rights sometimes referred to as civil-political rights. The UN designated 1979 as the International Year of the Child. Drafting of the Convention on the Rights of Child, which was proposed by the Government of Poland, began in 1979, under the auspices of the UN commission on Human Rights. On 20th November, 1989, the convention was adopted by UN’s General Assembly. The different articles adopted by the working group includes articles dealing with non-discriminating the “best interest” of the child, right to a name and a nationality, recognition of parental responsibility and right to express an opinion. NGOs played a major role in drafting the Convention on the Rights of Child and that article 45 gives them a part to play in the work of the committee.19

The convention has also set international standards on commitments to children that are relevant to both industrialised and developing nations. There are provisions in the convention that recognise the special problems that developing countries face in realising the standards set by the convention. While the convention envisages international co-operation and development assistance for the realisation of child rights, it also encourages regional co-operation and sharing of experiences and strategies.20 India acceded to this
convention on 11th December, 1992 and consequently added certain provisions to the constitution for children.

1.3.1.2 International Agencies of Child Welfare

Three main international agencies dealing with child welfare are the WHO, United Nations International Children’s Emergency Fund and the International Union for Child Welfare. The former two agencies are doing a lot in connection with the maternal and child health and general feeding programmes in the country through the Government of India and State Governments. The third one disseminates information on child welfare activities and holds conferences to focus the attention on this problem. During the first plan period i.e., 1952-57, WHO and UNICEF assisted maternity and child health projects in various states. Under this programme WHO provided consultation, doctors, nurses and UNICEF gave supplies, equipments, transport of MCH centers and state MCH Bureaus. These international agencies have contributed towards the child welfare scene in India.

1.3.2 Development of Child Welfare Services in India

In ancient India every individual was strongly bonded to his family. The family had tremendous influence on all its members. Joint family system was the prevalent form in those days. There was no question of separation of family life and they led a simple life. In this background, any child born in Indian families was safe and secure. If at all there arose any issues of destitution or handicapped children, the village panchayats and all the ancient rulers took great interest in guarding the welfare of the subjects and village.
But situation started to change with the British rule. Ancient village and family system got disrupted with the industrial revolution, development of communication and transportation and the establishment of new system of education. Joint family system was affected, many persons left family and villages in search of employment to urban centers resulting in no one to take care of the family. There existed great poverty in the villages with the destruction of village industries and education provided in the villages were also not sufficient. All these gave rise to a series of complicated problems. Destitution, beggary, delinquency, crime and immoral traffic and other similar problems started emerging.

The state did very little directly to tackle the various problems of children as was done in other developed nations. This further complicated the problem. However there were certain leaders with vision who with the help of philanthropists made efforts to meet some of the needs of children, though there was no comprehensive programme to solve this problem. Missionary homes, orphanages, industrial schools and other such institutions were the outcome of these voluntary efforts, but these efforts and institutions suffered from lack of funds, suitable personnel, proper management and co ordination. The state, though it did not take any direct measure for the welfare of children, passed certain legislation for their protection. Some of these acts passed in the pre independent India were The Apprentice Act 1850, The Guardians and Wards Act 1890, Reformatory Schools Act 1897, Indian Merchant Shipping Act 1923, Child Marriage
Restraint Act 1929, The Children Pledging of Labour Act 1933 and The Employment of Children Act 1938. These were the important acts passed by the central government while the state also passed various acts in this connection after 1921. Though these legislations were good in itself it suffered due to lack of proper implementation. The legislations were also not comprehensive and differed from state to state. All these defects were to be removed to put the Child Welfare Movement on a sound footing.

1.3.3 Government Policy on Children

With independence some changes were noted in the field of child welfare. Our constitution made the following provisions in the interest of children

- Article 15 - Provision has been made for making any special provisions for women and children by the state, though otherwise the state cannot discriminate against any citizen on grounds of religion, race, caste, sex, and place of birth or any of them.
- Article 24 - No child below the age of fourteen years should be employed to work in any factory or mine or engaged in hazardous employment.
- Article 39 - According to this article, children should not be abused or forced by economic necessity to enter vocations unsuited to their age or strength and that children and youth are protected against exploitation against moral and material abandonment.
- Article 45 - State endeavors shall provide within a period of ten years from the commencement of the constitution for free and compulsory education for all children until they complete the age of fourteen years.
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- Article 46 - State shall regard the raising of the level of nutrition and standard of living of its people and the improvement of public health as among its primary duties.

After the declaration of the Rights of Child adopted by the UN General Assembly in 1959, which proclaimed that mankind owes to the child the best it has to give and the child has the right to enjoy special protection and facilities to develop in a healthy and normal manner, the Government of India has been consistently subscribing to the principles enshrined in the declaration and taken steps to guarantee these rights in consonance with the availability of resources. In 1967, the government appointed a committee under the chairmanship of Sri.Ganga Saran Sinha to go into the full extent of the problems facing the children. The committee observed that a comprehensive national policy for children was necessary to take integrated views on the different needs of children and assign priorities. As a result, the Government of India proclaimed the National Policy for Children in August, 1974. The Declaration said that “the nation’s children are a supremely important asset. Their nurture and solicitude are our responsibility”²¹.

1.3.3.2 National Policy for Children

The policy lays down that the state shall provide adequate facilities to the children both before and after birth and through the period of growth to ensure their full physical, mental and social development. The policy also provided for a National Children’s Board to focus and the forum to plan, review and properly co-ordinate the multiplicity of services striving to meet
the needs of children. The following measures are laid down for the attainment of the policy objectives.

- All children shall be covered by a comprehensive health programme
- Programmes shall be implemented to provide nutrition services with the object of removing deficiencies in the diet of children
- Programmes shall be undertaken for the general improvement of health and for the care and nutrition of expectant and nursing mothers.
- Free and Compulsory Education for all children up to the age of fourteen
- Children unable to take full advantage of formal school education should be provided other forms of education suited for requirements
- Recreational, cultural and scientific activities shall be promoted in schools, community centers and other such institutions
- Special assistance programmes for children belonging to weaker sections
- Socially handicapped children shall be provided facilities for education, training, rehabilitation and be helped to become useful citizens
- Children shall be protected from neglect, cruelty and exploitation
- Children under 14 years shall not be permitted to work in hazardous occupation
Facilities shall be provided for special treatment, education, rehabilitation and care of children who are physically handicapped, emotionally disturbed or mentally retarded

- Children shall be given priority for protection and relief in times of distress or natural calamity
- Special programmes to assist children from weaker sections
- Amendment of laws in such a way that children are given paramount consideration in all legal disputes.
- Services for children would be directed to strengthen family ties

1.3.4 Child Welfare Programmes in Kerala

Thousands of children in our state are living in very dangerous situations. The sympathy of the public is not going to help them. The only way out for them is the welfare services available in the state. With an aim to protect these children from such circumstances and to improve their status and ensure basic facilities for personal growth, the government has drawn several schemes for our children. NGOs are also active in this field. The Government sector is maintaining institutions for disabled children, mentally challenged, destitute, children of leprosy patients, orphans and the like under different names such as Children’s Home, Bala Sadan, Care Homes, etc. Apart from institutions, community based programmes are also initiated. To ensure the healthy growth of children until six years, a scheme of Integrated Child Development Services with emphasis on supplementary nutrition, immunisation, health check up, referral services and nutrition education is
also undertaken. All the child welfare programmes does not become the subject matter of this study. Here the focus is on Institutional Services for Children in Need of Care and Protection in the government and non-government sectors.

1.3.5. Institutional Services for Children in Need of Care and Protection

Children in Need of Care and Protection is a concept borrowed from the Juvenile Justice Act. This Act deals with two categories of Children - Juvenile in Conflict with Law and Children in Need of Care and Protection. According to this Act, Children in Need of Care and Protection means a child belonging to any of the following categories such as destitute children, children facing cruelty from parents, children of unfit parents (Prisoners, drug addicts, etc), mentally or physically challenged children, missing, runaway or abandoned children, sexually abused children, children at the risk of exploitation, children vulnerable to drug addiction, and victims of natural calamities.

Government of Kerala is directly maintaining six institutions known as Children’s Home in five districts (Trivandrum, Kollam, Kottayam, Trichur, and Calicut) for these categories of children. Earlier they were known as Juvenile Homes. The Act has a provision to permit voluntary organisations to function as Children’s Home to support the same category of children. Such organisations have to get recognised by the government according to the rules under the act. Today there is no such voluntary organisation recognised under the act. But there are several other NGOs protecting these children and they
receive financial assistance from Social Welfare Department, Board or run on donations. They function under different names such as short stay homes, girls home, care home, orphanage, balasadan and so on. The administration of these institutions is the focus of this study. In the coming chapters an attempt is made to analyse the various aspects of its functioning, the efficiency of its administration, problems and limitations in its administration and efforts to improve its efficiency, all in the interest of the children because welfare of the children is important for the child himself, for the family and for the society at large. With that note in mind, the researcher proceeds to the next chapters

1.4 Notes and References


5. Ibid.


16. CSWB, A study of the programme, 1953-69 New Delhi,


