

Meaning and nature of social welfare

1.1 Definition of Basic Concepts

Social institutions: Social institutions are networks of relationships that carry out the essential social functions. Social institutions develop around these needs. Social institutions mould human behavior in a certain pattern through a complex of sanctions, mores and folkways.

A social institution is a complex, integrated set of social norms organized around the preservation of a basic societal value.

A social institution is a concept plus a structure. Law for example, is an institution. It is based on the concepts of justice, equity and order. Around these concepts structures are constructed such as prisons, courts and statutory provisions. Organized relief is a social institution. The concept centers on amelioration, social insurance against personal disorganization. Around these ideas structures like personnel, policy and financial arrangements are built.

Mores: refer to moral rules of behavior which are believed by most members of a society to be essential standards of decency. Mores are vigorously enforced and transgressions are punished by group disapproval and sanctions or, where mores become laws, by legal action.

Folkways: are group habits or customs, which are the commonly accepted ways of doing things in a particular society.

Social problems: A social problem is either a circumstance, or behavior, the existence of which threatens or adversely affects societal values. The circumstance or the behavior becomes a social problem when it is a clear danger to the general well being of the society.

Arnold M Rose, an American sociologist defined social problems as “social problems are conditions which affect sizable proportion of a population; which are not in harmony with values of a significant segment of a population; and which people feel can be improved or eliminated.”

Social policies: Policy is a plan of action pursued by an individual, government, party, business organization, etc. E.g. lease policy, educational policy, housing policy, etc. Policy can be determined by custom, law or voluntary group action. Thomas H. Marshall defines social policy as “ social

policy is taken to refer to the policy of governments with regard to action having a direct impact on the welfare of citizens by providing them with services or income”

The term welfare is widely employed in the area of social policy. Welfare is intimately linked to the concept of needs, something that is deemed necessary, especially something that is considered necessary for the well-being of human beings. Welfare policies are policies designed to meet individual or group needs. Needs include not only a minimum level of income for food and clothing, but also adequate housing, education, health care and employment opportunities.

Richard M. Titmus says that “social policies are acts of governments undertaken for a variety of political reasons to provide for a range of needs (material and social) and predominantly needs that the market doesn’t and can not satisfy for certain designated sections of the population.

Objectives of Social Policy

- A. To prevent or reduce sufferings, pre-mature death or social ill when and where this is possible
- B. To protect the weak or vulnerable groups from dangers which they cannot stand against alone.
- C. To promote in a positive way the good of each and of the society as a whole. To realize the potential of persons.

Social Services: There is no universally accepted definition for the concept of social services. Social services have different meanings and contexts in different countries. These variations in the definition of social service programs depend on demographic, economic, political, and cultural factors.

Demographic factors: refers population characteristics of countries such as age, sex, birth and death e.g. age composition of a given country affects the type of social services to be formulated and provide

Political factors: refers to the system and goal of government's major factors that affect the nature of social services are the ideology and the dominant philosophy of different societies. For example, housing is seen as a social service in socialist countries while it is considered as a market commodity in capitalist countries.

Cultural factors these refer to traditional or customary practice in dealing with the needs of its vulnerable members. Every society has its own ways of dealing with these members. In societies where individualism is a cultural ideology, preference is given for a loosely knit social framework in which individuals are supposed to take care of themselves and their immediate families only. In contrast to individualism, there is an alternative cultural ideology, collectivism, which represents a preference for a tightly knit social framework in which individuals can expect their relatives or other members of their social group to look after them.

Economic factors: the economic condition or wealth of a nation determines to a large extent the country's ability to provide social services. Social services like family allowance and unemployment benefits are provided by developed societies while developing societies cannot afford such services.

In 1959 an expert group of the UN assigned the task of "development of national social services programs" defined the concept of social services as. "A social service is an organized activity that aims at mutual adjustment of individuals and their social environment. This objective is achieved through the use of techniques and methods which are designed to enable individuals, groups and communities to meet their needs, and solve their problems of adjustment to changing patterns of society".

In 1964 another expert group of the UN identified the following important principles of social services

1. The formulation and provision of social services is the responsibility of governments
2. Social services should aim at addressing the three objectives of social policy (prevention, protection, and promotion)
3. There should be separate government agency in charge of social services

4. With regard to the role of NGOs governments should have a clear policy as to how domestic and international NGOs should operate. Governments should also put standards to evaluate them. NGOs could play three types of roles (1) supplementary (2) complementary (3) competitive

1.2 Social Welfare: Defined

Welfare is an ambiguous term commonly refers to well-being. Well-being is a multi-faced concept: it might refer to

Needs: the things people must have

Interests: things which are good for people

Wants: the things people choose for themselves.

Despite the ambiguity attached to this concepts some generalizations are possible, poverty, for instance, can be identified with a lack of well-being. Though welfare is often associated with needs, but it goes beyond what people need. To achieve well-being people must have choices, and the scope to choose personal goals and ambitions.

Welfare originated to help those individuals who could not purchase their needs in the market according to the commercial exchange rate. It is a reaction to the commercial base. The term 'social' thus historically signified those services provided outside the market forces and for promoting integration.

Definitions of Social Welfare

➤ Social Welfare is an institution, comprising policies and laws, that are operationalized by organized activities of voluntary (private) and / or government (public) agencies, by which a defined minimum of social services, money and other consumption rights are distributed to individuals, families and groups, by criteria other than those of the market place or those prevailing in the family system, for the purpose of preventing, alleviating or contributing to solution of recognized social problems so as to improve the well being of the individuals, groups and communities directly.

- Social Welfare organized provision of resources and services for the society to deal with social problems
- Social Welfare: All social interventions that are intended to enhance or maintain the social functioning of human beings may be defined as social welfare—Ralph Dolgoff
- All collective interventions to meet certain needs of the individual and / or to serve the wider interests of society is called as social welfare -Richard Titmuss
- In a narrow sense, social welfare includes those non-profit functions of society, public or voluntary, that are clearly aimed at alleviating distress and poverty or ameliorating the conditions of causalities of society.
- Social Welfare includes all programs whose explicit purpose is to protect adults and Children from the degradation and insecurity of ignorance, illness, disability, unemployment And poverty --Amy Gutmann
- Social Welfare generally denotes the full range of organized activities of voluntary and governmental organizations that seek to prevent, alleviate or contribute to the solution of recognized social problems or to improve the well being of individuals, groups and Communities. –NASW
- Social Welfare is a system of laws, Programs, benefits and services which strengthen or assure provision for meeting social needs recognized as basic for the welfare of the population and for functioning of the social order-Eli zabeth

Social Welfare is centered on two basic concepts

1. Social Problem
2. Ways in which the Society responds to its problem (Related to policy, legislation, procedure etc.).

Welfare refers to the range of services which are provided to protect people in a number of conditions, including childhood, sickness and old age. Social welfare provision, which is what many people mean when they speak of welfare, is a program that aims to give a base level of income to people who may be out of work, disabled, or elderly. The idea is that without the government stepping in to help these groups, they would otherwise not survive, and so the government has a moral obligation to support them. Proponents also point out that keeping people at a certain minimum level allows them to work, and therefore ultimately helps the society at large financially.

People who have been laid off, for example, may be eligible for welfare while they look for other work. This may come in the form of direct financial assistance, or in the form of scrip, such as food stamps, which may be exchanged for necessary commodities. Those who have a disability which keeps them from working may be eligible for the same sorts of welfare programs, although they do not face the requirement of searching for a new job.

Social welfare payments and services are typically provided at the expense of taxpayers generally, funded by benefactors, or by compulsory enrollment of the poor themselves. Welfare payments can take the form of in-kind transfers (e.g., health care services) or cash (e.g., earned income tax credit). Examples of social welfare services include the following:

- Compulsory superannuation savings programs.
- Compulsory social insurance programs, often based on income, to pay for the social welfare service being provided. These are often incorporated into the taxation system and may be inseparable from income tax.
- Pensions or other financial aid, including social security and tax relief, to those with low incomes or inability to meet basic living costs, especially those who are raising children, elderly, unemployed, injured, sick or disabled.
- Free or low cost nursing, doctor medical and hospital care for those who are sick, injured or unable to care for themselves. This may also include free antenatal and postnatal care. Services may be provided in the community or a medical facility.
- Free or low cost public education for all children, and financial aid, sometimes as a scholarship or pension, sometimes in the form of a suspensor loan, to students attending academic institutions or undertaking vocational training.
- The state may also fund or operate social work and community based organizations that provide services that benefit disadvantaged people in the community.
- Welfare money paid to persons, from a government, who are in need of financial assistance.

The encyclopedia of social work adds that social welfare is for the purpose of ensuring basic standard of physical and mental wellbeing and providing universal access to the main stream of society. Others add that it provides for those who can't cope up by themselves, creates social change and modification of social institution, strengthen society, while it helps individuals, and provides services outside the market economy, for those unable to succeed in it.

Two additional areas should be included in the definition of social welfare. **First**, social welfare now includes such new areas as for-profit services, including some nursing homes, day care centers, social service in business organization, like subsistence abuse, counseling, day care for employees, children etc. **Second** is the welfare model of deviance, which Peter Day, says present welfare as social problems for which some remedial, correctional, or therapeutic intervention is required to alter, modify, or control deviant and his behavior as a public responsibility. This model considers deviant behavior as public problem existing outside the frame work of normal social life. Additionally it considers this behavior to be an expression of a deviant self different from that of the normal person. Lastly, it promotes efforts to a count for and corrects this difference. Therefore now social welfare is the institution that provides society's sum total of all goods and services: to enhance the social and economic wellbeing of society members or to ensure their conformity to current social norms, standards and ideologies.

Therefore social welfare has two kinds of functions;

- ◇ Social treatment: the provision of goods and services for the enhancement of human life.
- ◇ Social control: generally, the provision of services to ensure conformity from deviants.

These functions determine the activities of human service professionals in carrying out society's mandate (laws and policies) regarding social services.

1.3 Conceptualizing human needs and social institutions

Abraham Maslow's hierarchy of needs

- Psychological survival needs: nourishment, rest, sex, warmth.
- Safety needs: preservation of life and sense of security
- Belongingness needs: to be part of a group and to love and to be loved.
- Esteem needs: approval, respect, acceptance, appreciation, etc.
- Self actualization needs: to be able to fulfill our fullest potential

NASW statement of needs

- Need for physical and mental well being
- Need to know
- Need for justice

- Need for economic security
- Need for self realization, intimacy and relationship.

Social institutions

Social institutions are networks of relationships that carry out the essential social functions. Social institutions develop around these needs. Kinship & family, religion, workplace, market place, mutual assistance and government, etc. are organizational forms. They are formalized way of providing resources for helping to meet human needs.

Key organizations and functions

Organizational forms	Primary functions	Social welfare functions
Families	Procreation, intimacy, support	Care, financial support
Churches	Spiritual development	Counseling, social services
Work organizations	Employment	Employee benefits
Production and consumers	Exchange of goods/services for money	Commercial social welfare goods/services
Support groups, vol. agencies	Mutual aid, philanthropy	Volunteering, com. social service
National/regional/local government	Mobilizing and distribution of goods for collective goals	Antipoverty, economic security, health, education, housing etc

1.4 The relationship between social work and social welfare

Social welfare and social work are historically related and are sometimes still used synonymously. As the following essay shows, today we distinguish social welfare institution from the profession and occupation of social work.

The goal of social welfare is to fulfill the social, financial, health, and recreational requirements of individuals in a society. Social welfare seeks to enhance the social functioning of all age groups, both rich and poor. When other institutions in any society (such as the market economy and the family)

fail at aims to meet the basic needs of individuals or groups of people, social services are needed and demanded.

Almost all social workers are employed in the social welfare field. There are however many other professionals and occupational groups working in the field like, teachers, physicians, psychologists, nurses, attorney, recreational therapists and planners.

Depending on the need being addressed, the helpers must have various kinds of knowledge and unique competencies to effectively serve their clients. As the knowledge and skill requirements have become more than any person can master, a division of labor has occurred and several helping professions have evolved to provide these programs. One of these professions is social work. Social workers unique contribution among the helping professions is to assist individuals to interact more effectively with the people and social institutions that are important parts of their lives.

Social welfare in contrast to social work is a system or institution (set of established practices) with in a given nation. The purpose of this institution is not only to help individual people needs but also to help the nation as a whole to maintain stability. Social work is really only one profession among many that can be considered part of institution of social welfare. Here, social work may be said to stand at the interface between the individual and social institutions. Ideally social work knowledge, skills, and values are used to help individuals adapt to social institution. Intern social work seeks to modify social institution to meet human needs.

II. Theoretical Perspectives Relevant to Social welfare

2.1 Functionalism

This perspective focuses on the functional needs of a social system that must be met if the system is to survive. According to this view social systems have a tendency to perform certain tasks that are necessary for their survival. Sociological analysis, therefore, involves a search for the social structures that perform these tasks or meet the needs of the social system. The two major functional theorists are Talcott Parsons and R.Merton. According to the modern dictionary of sociology, functionalism is defined as the analysis of social and cultural phenomena in terms of their functions they perform in a sociocultural system”

In functionalism, society is conceived as a system of inter-related parts in which no part can be understood in isolation from the whole. Change in any part of the system is seen as leading to a certain degree of imbalance which in turn leads to changes in other parts of the system, and to some extent to a re-organization of the system as a whole the development of functionalism was based on the model of the organic system found in biological entities

In analyzing social systems, functionalists emphasize on the following elements:

1. The general inter-relations or interdependence among the different parts of a system.
2. The existence of a “normal” state of affairs, or state of equilibrium, comparable to the normal health state of an organism, i.e., a social system is usually found in a normal state
3. The way that all the parts of the system are reorganized to bring things back to the normal state.

One of the most important prepositions of functionalism is that there will always be reorganization and a tendency to restore equilibrium. In analyzing how social systems maintain and restore equilibrium functionalists tend to use shared values or generally accepted standards of desirability as a central concept. Functionalists define values as widely shared conceptions of the good, or believes that legitimize the existence and importance of specific social structures and the kinds of behavior that transpire in social structure

People living in a social system will always share values. They are morally committed to their society. They know what is morally good and bad.

When individual are morally committed to their society it is reefered to as values consensus. Functionalists emphasized values.

Some Premises or Propositions of Functionalism

1. Functional analysis involves the prior conceptualization of a system and emphasizes on the primacy of the system over elements /units. The first requirement of functional analysis is the clear definition of the system. Once the system is identified and defined, the next task is to identify its components. And once the components are identified, the analysis of relationships between the components will be the concern. The primary interest of the

functionalist is the contribution of the elements to the maintenance or disintegration of the system.

2. The elements of the system are functionally interrelated. Society, like an organism is perceived as a system of functionally interrelated components each of which performs a function essential for the survival of the system. The normal operation of an element, therefore, requires the normal operation of other elements
3. Every element of the system has a function which contributes positively to the continued operation of that system, or negatively, towards its disintegration and change. The central focus of functionalism is the analysis of such contributions which are called functions (positive contributions), dysfunctions (negative contributions), or “survivals” i.e. elements that make no contribution at all or have out lived their purposes.
4. Every system is a well integrated configuration of elements that constitute an organic whole.
5. Every society is viewed as a relatively persistent structure of elements with built-in mechanisms for self regulation using the principle of homeo-stasis. Functionalists view society as a self regulating system attempting by more or less automatic adjustment to restore the balance of its equilibrium when it is upset by internal or external forces.
6. The functioning of a social system depends on the consensus of its members on common goals and values related to the basic needs of the society. Order and stability are made possible because individuals internalize the norms of society and conform to them.
7. The dominant condition of society is order which is reinforced by stability and consensus and not by conflict which is based on coercion. Dysfunctions and tensions do exist, but they tend to resolve themselves in the long run. Social change occurs in a gradual adjustve fashion and not in a sudden revolutionary way.
8. There are certain functional requirements that must be met if the system is to survive. According to T. Parsons, any social system to be stable and functional, different parts of the system have to perform four important functions (AGIL functions)
 - A. Adaptive function
 - B. Goal attainment function
 - C. Integrative function
 - D. Latent pattern maintenance (tension management)

Adaptive function links the system with its external environment. If we take the political subsystem, it has to adjust itself to other external systems like the family, economy, education religion, etc.

Goal attainment function is the primary function for the survival of the system itself. This involves the mobilization of human and material resources to achieve its collective goals.

The integrative function integrates the diverse actions of different subsystems or units. It has a primary function of coordinating and controlling the various components of the system. Other units of the system cannot function properly without the integrative function

Latent pattern maintenance function is used to control tension (tension management). This function is closely related with the integrative functions. This function is mainly performed by the cultural value system like socialization of norms and values. This means, making certain that actors are sufficiently motivated to play their parts in the system, guaranteeing the conformity of members to social values. The system can sustain itself only if a sufficient proportion of its members perform the essential societal roles.

Robert Merton has identified two types of functions: manifest and latent functions. Manifest functions are consequences that are intended and recognized. They contribute to adjustment or adaptation of the system. Latent functions are those consequences that are neither recognized nor intended.

2.2. The Functionalist View of Social Problems

According to functionalists there are two basic social problems that cause the instability or disintegration of social order: (1) weak socialization and (2) individuals who are motivated to norm-violation and non-conformity

Social problems have nothing to do with inequality, economic exploitation and injustice in society. Change does not come easily and if it comes it is considered as a dysfunction. Social problems cause changes in the normal functioning of a society. However, change does not last long and it is overcome soon. So long as there is pressure from the rest of the society, deviants will be re-integrated. Therefore, stability and integration reign again.

In order to solve social problems functionalists recommend that deviants should be rehabilitated so that they will conform to social norms and values. This is done through the government in a gradual and collective manner without disturbing the existing social, political and economic structures, since

the whole point is not to change the existing norms and values. Government is the necessary and ideal structure to solve social problems because power is vested in the government by the people for the fulfillment of collective goals. Power is the capacity of mobilizing resources for the attainment of goals for which the public has committed itself. Conflict is considered harmful to the society. Every part of the system is expected to behave in a certain way. Functional theorists see social policy measures as functionally necessary for economic growth and stability of the society.

2.3. Conflict Theory

According to functionalists, different parts of a society are interrelated and they work together to create equilibrium. Conflict theorists on the other hand see society as an arena of conflict in which different groups fight for resources. Conflict is controlled not because of unity but because one group is able to suppress its rivals. The general conflict orientation is based on three major assumptions:

1. People have a number of basic interests, that they want to have and attempt to acquire
2. An emphasis on power as the core of social relationship. They view power not only as a scarce resource and source of conflict, but also as a coercive instrument
3. Values and ideas are seen as instruments used by different groups to advance their own ends. They reflect the ideas and interests of a certain group. The ruling classes socialize the ruled with social values that serve the interests of the powerful.

According to conflict theory, society is not always in equilibrium. It is held together by the coercion of some groups and the subjugation of others. Conflict is inherent in the very nature of any social structure. Change and conflict are continuous and normal features of any human society.

Comparison of the Two Theories

Point of Difference	Functionalism	Conflict view
Society	Is a social system with shared values, needs, goals and norms. Conflict is temporary disturbance	Is an arena of competing interests and conflict.
State	Is a subsystem contributing to integration and goal attainment of the society	Is an instrument of coercion used to induce compliance
Social order or social	Society is always stable and integrated. Change is abnormality and short lived	Society is in a constant state of conflict and change. Conflict

change		but not consensus is the dynamic force in society
Inequality and stratification	Stratification serves as an integrative system to maintain stability and order. Inequality is important for integration. It is the social division of labor.	Stratification is the chief source of conflict. It is the result of unfair distribution of scarce resources.
Politics	Is the mechanism for the achievement of collective goals and plays a mediating role in conflict resolution.	It helps the ruling class to get what they want at the expense of the ruled
Power	Power is vested in the government by the public for the fulfillment collective goals. It is the capacity to mobilize resources of the society for the attainment of collective goals	Power is an illegitimate and self serving mechanism for the benefit of a few dominant group at the expense of the ruled
Conflict	Dysfunction /pathological	Natural /inherent

2.4. The Conflict View of Social Problems

Conflict theorists view conflict as having a positive function since it reduces existing tension in the society and thereby it initiates social change. Poverty (which is a social problem) is explained in terms of economic exploitation. The functionalist view of attributing the problem of poverty to deviants is blaming the victim, who are not accountable to it. If we continue to blame deviants for causing the problem of poverty, we will never solve the problem. Conflict theorists claim that the problem is with in the structure of the society, since deviants are the products of the structure.

The occurrence of individual deviants in society is regarded as a manifestation of the failure of the existing social structure, including its norms, values, laws customs etc. The advocates of this theory say that the social structure should be restructured so that every one will have equal opportunity. They consider that the basic solution to social problems is restructuring the existing social system. The state is not considered as the main structure through which social problems are solved. The social policies written by the state do not actually reflect the real social problems. This is because social policies are not developed to improve the well being of the society but to serve the interests of the ruling class

III. Evolution of Social Welfare Services

3.1 Early European History

One of the problems faced by all societies is to meet the needs of the poor, the sick, the lame, the blind, dependent children and the aged who are unable to be self-sufficient. In traditional societies, such problems are solved at the family, kinship and community levels.

Throughout the age of feudalism, the church was the major source of social assistance for the needy. In Judeo-Christian tradition it was believed that aiding the needy would lead to reward on judgment day and would provide a means of salvation in the next world. Humanitarianism was a valued asset which had a considerable relevance for social welfare.

In England responsibility for the poor, remained primarily a function of the church until the arrival of the Black Death 1348. The plague took the lives of nearly one third of the population. Terrified by the illness and death, many people left their home and labor shortage was felt in much of rural areas. As a result a law was passed in 1349 to restrict people's movement. This law required able-bodied people to accept any work available, and offering alms to able-bodied people was forbidden. The law also forbade able-bodied people to leave their parishes. This was the first state intervention relating to the poor.

3.2 The English Poor Laws and Developments in Europe

In the middle ages, for such reasons as famines, crop failures and the breakdown of the feudal system, there was a substantial increase in the number of people in need. Former approaches through the church and the family were not capable of meeting the needs of many who were unable to be self-sufficient. As the result many of these destitute people were forced to restore to begging, and the state began to take the responsibility to solve the problem. In order to solve the problem of the needy, England had passed several poor laws between the 14th and 18th centuries. The most notable of these laws was the Elizabethan poor law of 1601 enacted during the regime of Queen Elizabeth. The Elizabethan poor law had established three categorizes of relief recipients:

The able bodied poor – this group was given low-grade employment and citizens were prohibited from giving them any financial help. Any one who refused to work was put in jail.

The impotent poor: people unable to work including the elderly, the blind, the deaf, mothers with young children and other handicapped groups. They were usually placed together in an almshouse (institution). If the impotent poor had a place to live, and if it appeared less expensive to maintain

them out, they were permitted to live outside the almshouse where they were granted outdoor relief usually in kind (food clothing and fuel).

The Dependent children- these were children whose parents or grand parents were unable to support them were apprenticed to other citizens. Boys were taught the trade of their master and had to serve until their 24th birthday. Girls were brought up as domestic servants and were required to remain until they were 21 or married.

This poor law did not permit the registration of a person, as being in need of charity. Whenever his/her parents, spouse, children & other relatives were able to provide support. Although the law was passed by the English parliament, the parish (administrative unit) was assigned the responsibility of implementing the law. The programs were financed by charitable donations and taxes collected in that specific parish. It was found difficult to implement the programs effectively mainly because many of the poor moved or traveled from their own parish to other parishes that provided better services. So additional restrictions were imposed by the settlement Act of 1662. This law stated that the responsibility of the parish is to those who have legal residence in the parish. Beneficiaries were required to certify that they are born in the parish or to have lived in the parish at least for three years. (Residence requirements are still part of public assistance programs). Persons who could not prove legal residence in the parish where they were living could be declared vagrants and sent away in order that they not become financial burdens on the parish.

Two of the categories, the impotent poor and the dependent children, were considered as “deserving” and were offered aid. The category of able bodied poor or “sturdy beggars” was not considered deserving. This people were treated punitively. Alms were prohibited. They were to be forced to go to a workhouse, where living conditions were hard and work was long and tedious.

3.3 The Industrial Revolution

From 16th century onwards, the industrial revolution grows and feudalism declined. Serfs were evicted from the land, sometimes in order to make room for sheep, as wool was increasingly valuable in manufacturing cloths. Thus, a large new population of destitute people went to look for work in cities. Thus, governments started to take responsibility of assisting poor people as the church and kinship intuitions were no more strong to help the needy.

The industrial revolution was made possible by technological advance such as the steam engine. The protestant ethic and the laissez faire economic view also have contributed for the progress of the industrial revolution.

During the protestant reformation of the seventeenth century, many of the religious doctrines that taught the rich and the poor alike should give what they could for others were questioned. A protestant ethic of salvation by hard work challenged the older notion of salvation by helping the unfortunate. Protestants preached that one is either saved or damned eternally. Charitable works could not alter this decision for it was made eternally by God. One could however find out the indications of one's future celestial status.

Many people believed that prosperity indicates that one was among the elect and poverty indicates that one was not among the elect. From this point of view why should one help others? Protestant ethic emphasized individualism, the view that one is a master of one's own fate. Hard work and acting in one's self interest were highly valued. An overriding goal for human beings set by the protestant ethic was to acquire material goods. People were largely judged not on the basis their personalities and other attributes but on how much wealth they had acquired. To be poor was thought one's own moral fault. Success was considered to be the reward to virtue, i.e. virtue will bring success; failure is sin and reveals lack of virtue.

Theologians preached that poverty was a punishment for wickedness and wealth was reward for virtue. Thus, the unequal distribution of the goods of this world was considered to be a direct implication for differences in grace and divine providence. Hence, poor people were considered as drones in this world and lacked grace in spiritual interpretation.

Also, in conflict with older religious and humanitarian ideals to help the unfortunate were new ideas from philosophy and economics. In 'The Wealth of Nations' (1776), Adam Smith advocated the principles of laissez faire economy. That is, governments should not interfere in the natural functioning of the market by imposing interference such as taxes. Taxation to support poor people interfered with the rights of the wealthy and created dependency among the poor. The poor were considered to be improvident and unenterprising or inherently lazy. Poverty was punishment to laziness and incompetence. Any interference in the free market to support the poor or the disadvantaged would sabotage the reward to merit and reduce productivity by discouraging enterprising people.

The laissez faire economic theory asserts that the economy and the society in general would best prosper if businesses and industries were permitted to do whatever profit they desire. The government should not interfere in the workings of industries and business. Any interference of the government by setting safety standards, minimum wage laws, and prohibition of child labor was said to be discouraging. Thomas Malthus, an economic philosopher, in his article 'An Essay on the Principle of Population' (1798) argued that relief for the poor contributed to over population and that surplus population would result in disaster.

Also contributing to the reluctance to help the poor was Herbert Spencer's philosophy known as Social Darwinism. Influenced by biological theories of evolution, Spencer preached that only the fittest people should survive. Poor people should be allowed to perish as inferior examples of the human species.

The industrial revolution created social problems of enormous magnitude: There existed mass exploitation of women and children and a whole complex of problems caused by unemployment, illness and perilous old age, etc. One of the consequences of the revolution was the development of large urban areas located close to factories. Since employment opportunities were limited in rural areas, many people moved to cities. With such migration, family and kinship ties were broken. Those who were unable to adapt the new conditions faced loss of identity, alienation, anomy and related problems. Alongside industrialization and urbanization, there was also an agricultural reevaluation. An important factor in this respect was mechanization. As a result of mechanization and other improvements, crop production per male worker increased manifold. This process aggravated the migration of people into cities.

In general, industrialization has caused miserable living conditions for the city masses, the exploitation of women and children in industries.

In an attempt to meet the needs of people living in urban areas, private social welfare services began to develop in 1800s. Trade Unions and different forms of cooperative societies were emerged in this time (*mutual aid associations flourished*.)

3.4 Turn of the 20th century

Beginning in the middle of 19th century, public sentiment began to change and the poor law system began to be liberalized on a piecemeal basis. Some of this change came about through a better acquaintance with those who sought aid and mainly by professional groups ministering to these people.

This led to a greater recognition of the role played by extraneous circumstances & the realization of the continual shift in composition of the dependent. The dependent groups were no longer that of a fixed and distinct part of the population. It was also understood that the independent wage-earning groups were living on the edge; a little change could set them in to dependency. Then as a more critical analysis of the workings of the economic system resulted in knowledge of its problems, the old attitudes towards economic dependency became less consistent with accepted commonsense. The general believe that dependents were less endowed morally or physically than the independent wage earner is forgotten.

The growing realization of the interdependent between the individual and the society led to a less complete acceptance of the rigid doctrine of individualism. Separate institutions were crated for women, the sick and the handicapped; the victims of industrial accidents, children, the aged and more visitors were permitted to inspect the almshouse. All this was however made by common sense, and no formal legislation was made by the government regarding the new change.

The new thinking was in direct opposition to Social Darwinism and the laissez faire economics views. It called upon the government to take on new functions, to regulate business practices and to provide social welfare programs. As a result, around 1900's, there was an awakening to social needs and the government began to earmark some founds in to such program as health, housing & slum clearance. In 1908 Britain had provided an old age pension for the needy aged on a more humane level, and in 1911 a National Insurance Act provided Sickness and unemployment insurance benefits for some workers on a contributory basis. Consequently, in the early 1900s social welfare practices become more professional zed. More formal training was established for some social work positions. There was also an increasing interest to develop therapeutic skills and methods in counseling clients.

3.5 The Great Depression and the Social Security Act

Before 1930, social services were primarily provided by voluntarily organizations and mutual aid associations. Only some cities and states used to distribute financial aid through local government. In 1929 the great depression started, and many investors lost their business. Many factories and enterprises were closed, and millions of workers went out of job. In USA unemployment grew from 3 million in 1929 to 15 million in 1933.

In 1931, some states began providing unemployment relief to prevent starvation among the jobless people and their families. Voluntary associations were unable to meet the need for financial assistance in the early 1930's. Local and state funds proved to be inadequate to protect the growing victims of unemployment.

Starvation & malnutrition in children grew tremendously, the number of patients of cold and TB was severely increasing since the sick people could not pay for medical care. As there was increasing social and political crisis, governments were pressurized to create employment opportunities. In USA, *Franklin D. Roosevelt* won presidential election (1932) because he proposed social security schemes for American population. Many European governments turned to dictatorship and provoked wars in order to generate employment opportunists.

Franklin D. Roosevelt spoke to his congress "Among our objectives, I place the security of the men, women, and children of the nation first ...Security was attained in the earlier days through the inter dependence of member of families upon each other and of the families with in a small community upon each other . The complexities of great communities and of organized industry makes less real these simple means of security. If, as our constitution tells us, our federal government was established among other things to promote the general welfare, it is our plain duty to provide for that security upon which welfare depends".

The great depression brought about profound changes in social welfare. Until that time the belief in individualism was still widely held. During the depression, it became clear that events and situations beyond individual control can cause deprivation, misery and poverty. It also became clear that governments must play a role in providing financial assistance and social services. The need for

governments to deal with the problem of unemployment, aging, disability, illness and dependent children become clear.

As a result in 1935 the Social security Act was passed in USA which has articulated the role of government in social insurance and social assistance.

- Social welfare become institutionalized
- Citizens have the right to basic needs
- Welfare state formed, state responsible for the welfare of citizens

Ideology and social welfare

Social democracy

Social democracy is officially a form of evolutionary reformist socialism. It supports class collaboration as the course to achieve socialism. It also advocates the creation of legal reforms and economic redistribution programs to eliminate economic class disparities between the bourgeoisie and the proletariat. The Frankfurt Declaration of the Socialist International in 1951, attended by many social democratic parties from across the world, committed adherents to oppose Bolshevik communism and Stalinism, and to promote a gradual transformation of capitalism into socialism. Practical modern social democratic policies include the promotion of a welfare state, and the creation of economic democracy as a means to secure workers' rights.

The Socialist International (SI) is the main international organization of social democratic and moderate socialist parties. It affirms the following principles: first, *freedom*—not only individual liberties, but also freedom from discrimination and freedom from dependence on either the owners of the means of production or the holders of abusive political power; second, *equality and social justice*—not only before the law but also economic and socio-cultural equality as well, and equal opportunities for all including those with physical, mental, or social disabilities; and, third, *solidarity*—unity and a sense of compassion for the victims of injustice and inequality. These ideals are described in further detail in the SI's Declaration of Principles.^[7]

Contemporary social democracy

The contemporary social democratic movement came into being through a break within the socialist movement in the early years of the twentieth century. Speaking broadly, this break can be described

as a parting of ways between those who insisted upon political revolution as a precondition for the achievement of socialist goals and those who maintained that a gradual or evolutionary path to socialism was both possible and desirable. Many related movements, including pacifism, anarchism, and syndicalism, arose at the same time; these ideologies were often promulgated by individuals who split from the preexisting socialist movement, and held a variety of quite different objections to Marxism.

One of the key founders of contemporary social democracy was Eduard Bernstein, a proponent of reformist socialism and a revisionist of Marxism. Bernstein had originally been a Marxist and had held close association to Karl Marx and Friedrich Engels, but he saw flaws in Marxian thinking and began such criticism when he investigated and challenged the Marxian materialist theory of history. Bernstein criticized Marxism's concept of "irreconcilable class conflicts" and Marxism's hostility to liberalism. Bernstein challenged Marx's position on liberalism by claiming that liberal democrats and social democrats held common grounds that he claimed could be utilized to create a "socialist republic".

On the issue of class conflict, Bernstein believed that economic class disparities between the bourgeoisie and the proletariat would gradually be eliminated through legal reforms and economic redistribution programs. Bernstein rejected the Marxian principle of dictatorship of the proletariat, claiming that gradualist democratic reforms will improve the rights of the working class. According to Bernstein, unlike orthodox Marxism social democracy did not seek to create a socialism separate from bourgeois society but instead sought to create a common development based on Western humanism. The development of socialism under social democracy does not seek to rupture existing society and its cultural traditions but to act as an enterprise of extension and growth. Furthermore, he believed that class cooperation was a preferable course to achieve socialism, rather than class conflict.^[16] On the issue of class conflict and responding to the Marxian principle of dictatorship of the proletariat, Bernstein said:

"No one thinks of destroying civil society as a community ordered in a civilized war. Quite to the contrary, Social Democracy does not want to break up civil society and make all its members proletarians together; rather, it ceaselessly labors to raise the worker from the social position of a proletarian to that of a citizen and thus make citizenship universal. It does not want to replace civil

society with a proletarian society but a capitalist order of society with a socialist one." *Eduard Bernstein*

Bernstein urged social democrats to be committed to a long-term agenda of transforming the capitalist economy to a socialist economy rather than a sudden upheaval of capitalism, saying:

"Social democracy should neither expect nor desire the imminent collapse of the existing economic system ... What social democracy should be doing, and doing for a long time to come, is organize the working class politically, train it for democracy, and fight for any and all reforms in the state which are designed to raise the working class and make the state more democratic." *Eduard Bernstein*

The social democrats, who had created the largest socialist organizations of that era, did not reject Marxism (and in fact claimed to uphold it), but a number of key individuals wanted to *reform* Marx's arguments in order to promulgate a less hostile criticism of capitalism. They argued that socialism should be achieved through evolution of society rather than revolution. Such views were strongly opposed by the revolutionary socialists, who argued that any attempt to reform capitalism was doomed to fail, for the reformers would be gradually corrupted and eventually turn into capitalists themselves.

Despite their differences, the reformist and revolutionary branches of socialism remained united through the Second International until the outbreak of World War I. A differing view on the legitimacy of the war proved to be the final straw for this tenuous union. The reformist socialists supported their respective national governments in the war, a fact that was seen by the revolutionary socialists as outright treason against the working class; in other words, the revolutionary socialists believed that this stance betrayed the principle that the workers of all nations should unite in overthrowing capitalism, and decried the fact that usually the lowest classes are the ones sent into the war to fight and die.

Bitter arguments ensued within socialist parties, as for example between Eduard Bernstein, the leading reformist socialist, and Rosa Luxemburg, one of the leading revolutionary socialists within the SPD in Germany. Eventually, after the Russian Revolution of 1917, most of the world's socialist parties fractured. The reformist socialists kept the name social democrats, while many revolutionary socialists began calling themselves communists, and they soon formed the modern Communist

movement. These communist parties soon formed an exclusive Third Internationale known globally as the Comintern.

By the 1920s, the doctrinal differences between social democrats and communists of all factions (be they Orthodox Marxists, Bolsheviks, or Mensheviks) had solidified.

Contemporary social democrats support:

- A mixed economy consisting of both private enterprise and publicly owned or subsidized programs of education, universal health care, child care and related social services for all citizens.
- An extensive system of social security (although usually not to the extent advocated by socialists), with the stated goal of counteracting the effects of poverty and insuring the citizens against loss of income following illness, unemployment or retirement.
- Government bodies that regulate private enterprise in the interests of workers and consumers by ensuring labor rights (i.e. supporting worker access to trade unions), consumer protections, and fair market competition.
- Environmentalism and environmental protection laws; for example, funding for alternative energy resources and laws designed to combat global warming.
- A value-added/progressive taxation system to fund government expenditures.
- A secular and a socially progressive policy.
- Immigration and multiculturalism.
- Fair trade over free trade.
- A foreign policy supporting the promotion of democracy, the protection of human rights and where possible, effective multilateralism.
- Advocacy of social justice, human rights, social rights, civil rights and civil liberties.

democratic welfare policy is ideologically motivated by the requirement for freedom, equality and solidarity. Receiving an education appropriate to the individual, being able to look after one's health, not being helpless in the event of changes in working life, and economic security in old age are all important factors for the individual to control his/her life and being able to take part in the social debate. If the individual is to have this freedom, and all the inhabitants in a society should have equal opportunities for this, things such as education and health care, and security in old age must be rights for everyone regardless of economic resources.

Solidarity is a two-way concept, which is as much about mutual dependencies as mutual consideration. Welfare policy has this double meaning: it is about the welfare of the individual as much as that of society. The right to education and health care, for example, is important to the individual's chances in life, but the fact that everyone can get a good education and look after his/her health also means that more people can contribute to working life and the public economy becomes stronger. The fact that there is economic protection when illness or unemployment make it difficult for people to support themselves provides security for the individual but also for society; it reduces the risk of social problems created by poverty and vulnerability.

Welfare policy is in many ways also about distributing power. Widely available childcare is a necessity of breaking down old gender patterns in a way that gives women greater control over their own lives. Unemployment insurance that provides enough for people to live on means that the individual is not forced to take work on very bad terms. The fact that unemployment is not allowed to create a reserve army of labour that cannot make demands is in turn important for maintaining reasonable terms of employment across the labour market.

General welfare policy

Social democratic welfare policy is based on the principle of generality (sometimes also known as universalism). It means that social utilities that are paid for by taxes should be available to everyone on the same terms. They should not be needs- or means-tested, i.e., only be available to people on low incomes. This principle also applies, with few exceptions (housing allowance, maintenance support), to Swedish welfare policy.

This generality means that families on high incomes also receive child allowance, free schooling for their children and pay the same fees for medical care as low-income families. Sometimes reservations are voiced that this is wrong in terms of distribution policy and that it would be better to invest the money where it is needed most. The motivation to also offer tax-funded benefits to those on good incomes is simple. If everyone shares in the utilities that are paid for by the taxes, then everyone also has a real interest in contributing quite a lot. This allows better and more stable systems to be built up and ultimately benefits economically weak groups.

It is a fact that the Swedish, general systems are more equalising than systems based on means and needs assessment. The latter systems tend to be much less generous. Those who have to pay without receiving anything in return have a clear interest in trying to keep their payments as low as possible, and this also means that the benefits are low.

The Swedish tax burden is relatively high – but it is accepted by very broad groups of the population simply because people know they will get something back. This also means that the systems become stable. The principle of general welfare policy is therefore equivalence.

This does not mean that the benefits are always exactly the same for everyone. In the social security systems – pension, health care, unemployment benefit, parents' insurance – the equivalence lies in (up to a certain ceiling) receiving compensation at the same percentage as the previous income, not the same nominal amount. For the social services – schools, health care, childcare – the cost is, in principle, the same for everyone, but in health care there is high-cost protection, which means that medical visits and medicines are only paid up to a certain ceiling. Those in poor health or suffering from long-term illnesses always have special economic protection. This clearly differs from private health insurance systems where higher premiums are required for those suffering from chronic illness or disability. General welfare policy means that the benefits/rights financed by taxes cover all citizens. It does not, however, mean that taxes always pay the whole benefit/right!

It is reasonable for the individual to take some economic responsibility for benefits that he/she uses, even though this must always be balanced against the principle that no one should be forced to forgo services such as care for economic reasons. The fee for a visit to the doctor (which still represents only a small part of the actual cost) is there to prevent unnecessary visits, and with that an unnecessary burden on the care services. The qualifying day for health insurance is there to stop people staying at home because they are tired or suffer some minor ailment that is not a real obstacle to working.

A Conservative Perspective on Social Welfare

Self-help, family-provided assistance, help provided by local churches, temples and mosques, or by one's town, city should be the first-choice service providers, where feasible, with federal services the option of last resort.

Conservatives *do* advocate for effective social welfare services for individuals genuinely unable to provide for themselves. Conservatives are less inclined to support widespread entitlement programs which provide for the welfare of persons otherwise readily able to care for themselves.

Conservatives note that in *The Communist Manifesto*, Karl Marx advocated for “A heavy progressive or graduated income tax,” and for the “Abolition of all right of inheritance.” Such policies remain essential elements of contemporary liberal political platforms. In contrast, conservatives believe that individuals have the right to keep as much of their own earnings and property as possible, including the right to pass on one’s estate to one’s spouse, children, other family and friends, without having large portions of it confiscated by the State.

Karl Marx also advocated for the eventual abolition of the traditional family, with child care being provided for by the State. Conservatives believe that the best care for young children is provided by their parents, not the State, and tend to resist liberally-promulgated social policies which supplant parental roles with state-provided care (e.g., taxpayer-supported day care, early or after-school programming which substitutes for parent care, etc.). Conservatives believe that federal taxation should be as low as possible, allowing citizens and businesses to keep as much of their own earnings, earning which they can spend as they see fit on the welfare of themselves and their families, as being more likely to make wiser decisions on how to spend their money than can the federal government. It takes a family to raise a child -- not a government village or day-care program funded from the pocketbooks of families. Keeping tax revenue as low as reasonable also acts as a brake, slowing the growth of government which is an added benefit.

Conservatives believe that public social welfare services should be funded and controlled by the public at the lowest decentralized level of government as possible, with decision-making residing at the level of the individual states as preferable to federal oversight; county control preferable to state; and city over county. To be sure, some services are best coordinated and provided for at the federal level, services such as defense, postal mail, interstate transportation

and navigation, etc. There is *no* contention among serious conservatives that *all* public services should be devolved to the lowest level of governance, only those for which it is practical and more efficient, such as education. What would *you* prefer, county and state control of elementary schools, or a national system of federally controlled elementary schools? Which system do you believe would be more efficient and responsive to local needs? Nature tells us that there is strength in diversity -- and our democratic system can profit from diverse laboratories of state-based innovation rather than the actions of an unresponsive and distant federal bureaucracy.

Conservatives generally value the sanctity of human life, and many (but not all) advocate reducing the widespread availability of abortions on demand, for example by prohibiting the medical aborting of third-trimester and otherwise viable babies, or of permitting abortion for reasons of convenience (e.g., for birth control). In conservatives view, true social justice would be served through public policies that would promote the mother carrying unwanted babies to term, giving birth to these infants, and then giving them up for adoption if the infant is not wanted by her parents.

Conservatives support the free enterprise system as the most remarkably effective engine for human progress known to history, and wish to place the smallest feasible burdens and impediments as practical (not necessarily as possible) in the path of the growth and development of entrepreneurial enterprises. Some issues, such as protecting the environment, or in providing for worker safety, call for a strong federal role. Others are best dealt with at the level of state and local governments.

Conservatives *do* support the provision of social welfare services to the most vulnerable members of society, to the intellectually or physically disabled, to those truly destitute, to infants and children but, conservatives believe that the most effective way to provide assistance is at the level of the individual states, in conjunction with private, for-profit, market-driven and not-for-profit non-governmental organizations, and through faith-based social service programs.

Conservatives believe that federal funds devoted to the provision of social welfare services should be carefully expended to support evidence-based programs, those social interventions

backed by scientifically credible research indicating their likely ability to help citizens, rather than hurt them. They generally believe that social welfare programs should be carefully pilot-tested and shown to be helpful *before* being implemented at the national level. This will help avoid the premature funding and distribution of large scale programs which may not be helpful.

Conservatives believe it is neither practical nor wise to fund welfare programs solely on the basis of 'need.' 'Costs' and 'effectiveness' also need to be taken into effect, and consideration given to the social justice of taking tax money for the middle class to provide services to some individuals who may not really 'need' them. Social welfare conservatives are not anarchists, advocating the abolition of government. They do advocate for a smaller, less intrusive, and less well-funded federal government than we currently enjoy. Social welfare services are necessary, but federally provided social care is generally seen as less desirable than locally established, controlled and funded programs.

Marxism

Marxists see society in terms of a conflict between economic classes. A dominant class (the bourgeoisie or 'capitalist' class) owns and controls the means of production; an industrial working class, the 'proletariat', is exploited by them. The marxist analysis of welfare concentrates principally on its relationship to the exercise of power. The state can be seen either as an instrument of the ruling capitalist class, or as a complex set of systems which reflects the contradictions of the society it is part of. It is often argued that welfare has been developed through the strength of working-class resistance to exploitation.

Marxism is not a single doctrine; it has come to stand for a wide range of opinions within an analytical framework that is critical of 'capitalist' society. Neo-marxists argue that the state has two main functions. The first is to improve the conditions for the accumulation of capital - that is, the chance for industries to make profits. The second is to legitimate the capitalist system, by introducing measures (like welfare policies, pensions and health services) which lead people to accept the system as it stands. The requirements of accumulation and legitimation may be contradictory, and the costs of legitimation have led to a 'legitimation crisis'.

The basic objections to marxist analyses are that the description of 'capitalism' is false; that

power in society is divided, and not based in ownership; and that states which promote the welfare of their citizens are not pretending to be more legitimate - they are more legitimate.

Socialism

There are many forms of socialism. The main models, which can be found in various permutations, include representations of socialism as

- a general movement for the improvement of society by collective action
- a set of methods and approaches linked with collective action, such as cooperatives, mutual aid, planning and social welfare services
- a set of arguments for social and economic organisation based on ownership and control by the community
- an ideal model of society based on cooperation and equality
- a critique of industrial society, opposing selfish individualism and

Socialism is misrepresented in many popular texts, which confuse it with Marxism. Marxists want to claim that socialism is just another name for Marxism; right-wing critics want to describe socialism as communism by another name, with the state running everything. Marxism was the most prominent form of socialism in the early 20th century, but socialism is not equivalent to Marxism. The Marxist analysis of society is irrelevant to much of the mainstream of European socialism, which grew from a range of religious, occupational and communal groups. Historically, socialism is strongly associated with working-class movements, and in much of Europe 'socialist' issues are closely linked with labour relations. The largest socialist group in the European Union identifies its role in terms of socialist values and principles rather than an ideal model of society.

The key socialist values are collectivism, empowerment and egalitarianism - the 'liberty, equality, and fraternity' of the French revolution, interpreted in collective and social terms. Some socialists would add to that issues of rights and democracy.

- Socialism is collectivist: people have to be understood in social context, rather than as individuals. Socialism is often represented in Europe in terms of 'solidarity', which

means not just only standing shoulder-to-shoulder but the creation of systems of mutual aid.

- Socialism calls for people to be enabled to do things through collective action, a principle variously referred to as 'freedom' and (in recent years) as 'empowerment'. This principle has been central to 'guild socialism' and trades unionism.
- Socialism is egalitarian, in the sense that socialists are committed to the reduction or removal of disadvantages which arise in society. The 'Fabian' tradition, a reformist movement, attempted to achieve greater equality through spending on social services.

The differences between social democrats and socialists are hazy, because their ideals may coincide in some aspects and not in others, but two are particularly important. First, many social democrats are individualists rather than collectivists; even if they accept arguments for mutual aid or the reduction of disadvantage, they think it important to stress the liberty of the individual, to develop individual rights (as liberals do), and often to restrict the role of the state. Second, some social democrats are not concerned to remove inequality, but only to mitigate its effects through social arrangements which protect people from the worst consequences of a market society. Others favour equality of opportunity, which implies the opportunity to be unequal.

Liberal individualism

Liberalism begins from the premise that everyone is an individual, and that individuals have rights. As a political position, liberalism has been important as a means of defending people from abuse by authority. Although liberalism was initially a radical doctrine, it has also been used since the 19th century to stand for a defence of propertied interests.

The central value of liberalism is freedom. All freedoms are not equally important; the main liberal values are concerned with certain particularly important freedoms, such as freedom of assembly, of speech, and of worship.

Liberals mistrust the state and argue that society is likely to regulate itself if state interference is removed. Hayek argues that all state activity, whatever its intentions, is liable to undermine the freedom of the individual; that society is too complex to be tampered with; and that the

activities of the free market, which is nothing more than the sum total of activities of many individuals, constitute the best protection of the rights of each individual.

Liberals believe in government action to achieve equal opportunity and equality for all. It is the duty of the government to alleviate social ills and to protect civil liberties and individual and human rights. Believe the role of the government should be to guarantee that no one is in need. Liberal policies generally emphasize the need for the government to solve problems.

Approaches to social welfare provision

Welskey and Lebeaux, before forty years, pointed out two dominant conceptions of social welfare: residual and institutional. Social welfare of different countries reflects both approaches, but the residual is the older one.

Residual Welfare

Residual welfare views social welfare in narrow terms and typically includes only public assistance or policies related to the poor. Residual services carry a stigma, are time limited, means-tested, and emergency-based, and are generally provided when all other forms of assistance are unavailable. Welfare services come into play only when all other systems have broken down or prove to be inadequate. The residual conception of social welfare rests on the individualistic notion that people are responsible for themselves and government intervenes only in times of crisis or emergency. Eligibility requires that people exhaust their own private resources, which may include

assistance from the church, family members, friends, and employers, and requires people to prove their inability to provide for themselves and their families.

Social services are delivered only to people who meet certain defined criteria. The assessment procedure, commonly referred to as means testing, requires people to demonstrate that they do not have the financial ability to meet their specific needs.

People who receive residual services are generally viewed as being different from those who do need public services and are part of the majority group. They are viewed as failures because they do not emulate the ideals of rugged individualism, which asserts that people take care of their own needs, are self-reliant, and work to provide for self and family. Clients in residual programs are often stereotyped by the larger society. They are often accused of making bad decisions, of requiring constant monitoring because of their inherent dishonesty, and of being lazy. In short, people in residual programs carry a stigma best described as blaming the victim, which Ryan (1976, p. 7) writes is applied to most social problems; people are perceived as “inferior, genetically defective, or morally unfit; the emphasis is on the intrinsic, even hereditary, defect.”

Institutional Welfare

The second conception of social welfare described by Wilensky and Lebeaux (1965) is institutional social welfare. This definition is much more encompassing than the residual definition and extends to services that support all people. This framework recognizes the community’s obligation to assist individual members because the problems are viewed, not as failures, but as part of life in modern society. Services go beyond immediate and basic need responses to emergencies. Assistance is provided well before people exhaust their own resources, and preventive and rehabilitative services are stressed.

An institutional program, as opposed to a residual program, is designed to meet the needs of all people. Eligibility is universal, no stigma is attached, and services are regular frontline programs in society. Institutional programs are so widely accepted in society that most are not viewed as social welfare programs at all. Social insurance programs, veterans programs, public education, food and drug regulations, and Medicare are institutional by nature.

Functions of Social Welfare

Social welfare serves three major functions

- Development functions
- Preventive functions

- Remedial / Rehabilitative / functions

The Development Functions: give recognition to the place of man in development. It is based on the acceptance that development must be man centered, both as a means and as an end. As a means, it is generally human being who involve in development programs. Development social welfare is basically concerned with the development of human resources including the strengthening of family life and the preparation of people especially children and youth to improve their own lives as they contribute to national development. Development of human resource includes education and health. In this respect, social welfare contributes to national development by serving as an instrument in social research, social planning as well as social legislation. National development requires planning and investment in wide spectrum of social welfare services and programs which:

- Serve to raise the level of living of large sections of the population.
- Stimulate self help projects and initiatives
- Serve to encourage new patterns of participation in civic affairs.

Examples of developmental social welfare are

- Kindergarten program
- Vocational training programs
- Recreational centers
- Home economics/ management activities
- Employment promotions
- Family planning & guidance
- Community development program

Preventive Functions anticipate social problems and make necessary provisions to prevent or reduce them, thus reducing the need for curative or remedial measures. In this regard social welfare programs and activities play an important role in preventing or lowering social problems before they occur.

Examples of preventive social welfare include.

- Health education, preventive health activities
- Family planning education
- Sex education
- Nutrition & leisure time activities

4.3 Remedial/Rehabilitation Functions make provisions for those members of the society who become dependent for various seasons on the community. Such dependent persons usually include abandoned children, elderly people, people deprived of livelihood, displaced persons and other vulnerable groups.

Remedial social welfare is meant to address the problems of those members of the society who in one reason or another are incapable of supporting themselves or managing their affairs. Society is responsible to support the needy people. This should not be considered as a matter of charitable act but a question of social right and duties guaranteed by law, especially in democratic societies. Such legal or constitution provisions indicate the commitment of the state and society to the ultimate objective of national development.

Examples of remedial social welfare include:

- Assistance to disabled persons (soldiers).
- Assistance to deprived children.
- Rehabilitation program.
- Relief assistance to victims of natural and man made disasters (draught, flood, war, displacement).
- Assistance to mentally disable persons.
- Correction and remand homes.

Universal Principles of Social Welfare

The practice of social welfare varies from country to country and time to time. Broadly speaking, social welfare can be defined as “a complex of institutions, services, programs and activities intended to meet the needs of people in a manner that is conducive to development and better functioning of people as individuals, as members of families, groups, communities and the large society”. There are general principles that guide the practice of social welfare. These principles are derived from the principles of human rights and the nature of human beings. The principles are:

1. The inherent dignity and worth of the individual person.
2. The possession by each individual person of potentialities and resources for managing hi/her own life. This is to mean that every individual person has the potential to manage

his/her life. A newly born child has the potential capacity to manage his life though vulnerable at the moment of birth.

3. The great potential capacity for growth within all human beings. Human beings have potential capacity for growth, therefore, people should be assisted in achieving this potential of growing
4. The right of the individual person to basic necessities. Every individual person has not only the need but also the right to basic necessities of food clothing shelter. In modern times medical care is also considered as basic need and right too (children have the right to the six vaccinations)
5. The importance of freedom to express one's own individuality. People have the right to express their own feelings and opinions. People have the right to behave as they want as long as they do not disturb others.
6. The need for the individual person to struggle and to strive to improve one's own life and environment. Every individual person has to struggle and strive to improve his life. No one is to struggle for him. One has to develop one self mentally physically & emotionally. Simple delivery (inheritance) of wealth from other agents does not long last
7. The right of the individual person for help or assistance in times of need and crisis. One could be the richest individual, but there may be times when one gets in to crisis. As a result he is forced to seek help or assistance.
8. The importance of self-help and self-reliance as the essential basis of any social welfare program. Self-help begins and self-reliance follows.
9. The importance of social organization for which the individual feels respectable and which is responsive to individual needs. The social organization (a certain situation) should be fulfilling the individual needs of its members and they should feel responsible to the organization; i.e. there should be a sense of ownership of the institution among the members.
10. The right and responsibility of the individual to participate in the affairs of the social or community to which he/she belongs. Right and responsibility are two sides of a coin, they are inseparable.

Areas of concern for social welfare activities

1. Generally speaking the practice of social welfare is meant to
2. Find homes for parentless children

3. Rehabilitate people who are addicted to drug/alcohol
4. Make those with emotional difficulties
5. Make life more meaning for the aged
6. Provide vocational rehabilitation service to the physically and mentally handicapped
7. Meet the financial needs of the poor
8. Rehabilitate Juveniles and adults who have committed criminal offences.
9. End racial and religions discrimination
10. Provide childcare services for worming mothers
11. Counteract problems and violence's in families including child above and spouse above
12. Fulfill the health and legal requirement those in financial need.
13. Counsel individual and groups having a wide variety of personal and social problems
14. Provide recreational and lesion time services to all age groups
15. Educate and provide socialization experiences disturbed
16. Provide vocational training service and employment opportunities to the unskilled of unemployed.
17. Assist families faced by disasters such as fire hood and etc.

Fields of Social Welfare

1. Family Welfare

The term family welfare is used to denote activities designed to protect and strengthen family life, and to enhance the social functioning of the various members of the family. These activities may be grouped under the following categories:

- Those that provide helping services to families
- Those that are engaged in educational activities
- Those that are designed to improve the social environment of the family.

Family Types

Because of cultural and socioeconomic factors, there are wide varieties of families in the world. The most common ones are

The nuclear family: - Consists of parents and their children. It functions and resides independently of other family units. The parents are usually, but not always, bound to each other by marital contract.

The Extended family: usually include two or more nuclear families and various dependent relatives residing together in the same house, on the same piece of land or in very close proximity to each other. The cooking and eating facilities are the same, that is what makes an extended family one.

The single parent family: consists of one adult and one or more children. It is a result of divorce or widowhood.

The polygamous family: occurs when one man supports more than one wife and their children. Such families are prevalent among Muslim communists.

Functions & responsibilities of the family

- Sexual activities
- Child Bearing, Caring, nurturing & loving.
- Providing discipline and supportive environment.
- Production activities.
- Home making activities.
- Educational activities regarding social & cultural norms and expectations of the society.
- Socialization activities such as visits and exchanges with neighbors and participation in community affairs.
- Cultural activities such as participation in religious ceremonies, holidays and sporting event.
- Preservation, transmission and promotion of values, modes of thinking, acting and communicating.

Major Problems affecting the family

Many factors affect the solidarity and integrity of the family including the following:

- **Economic problems** that make the husband or the wife to run away or abandon the family.
- **Conflicts and misunderstandings arising from mismanagement or inadequacy of income.**
The husband or the wife may not believe each other on the management of family finance.
- **Birth outside marriage, and other manifestations of unfaithfulness.** Birth outside marriage is viewed as a social problem for various reasons including the assertion that it is a sign of moral decay and the collapse of the family. The highest number of births

outside marriage occurs among teenagers. This suggests the need for educational programs about responsible sexuality. Premarital sex is fairly common and is now tolerated in many societies.

- **Sexual incompatibility:** This is a serious problem leading to the breakdown of the families. Some couples may benefit from psychiatry and psychologists, but in Ethiopia, there are no such services, on top of that women do not speak out the problem.
- **Physical intellectual and/or emotional immaturity** leading to inability to appreciate and shoulder family responsibilities.
- **Violence in the family.** This includes spouse abuse and child abuse. Many people believe that it is acceptable for a husband to occasionally whip his wife. And large numbers of children are also victims of physical abuse, physical neglect and emotional neglect.

2 Child Welfare

The field of child welfare has the well being of children as its objective. Child welfare can be defined as *“that part of the field of social welfare which is primarily concerned with insuring the well-being of children. Its scope includes measures designed to promote conditions favorable to children’s healthy development, to protect children from harm, to safe guard their rights, and to help them to overcome obstacles to the fulfillment, use and enjoyment of their potentiality.”*

Guiding Principles in Child Welfare

We should be concerned with the well being of children for the following reasons:

- Every child is the human person with inherent dignity and worth that should be respected and protected.
- Every child possesses potentiality and resources for growth and development, which must be nourished and stimulated in an environment conducive to growth and development.
- Today’s children will be tomorrow’s adult citizens in whose hands rest the destiny of our local, national and global community. The kind of society we will have in the future is determined by the manner in which we treat our children to day.
- If we believe in social justice and social progress, and if we accept that any development must be man centered as its unlimited objective, then we should first and for most be

concerned about the proper upbringing of the children. So that the quality of human life improved and enhanced all the way from child hood through adolescence to adulthood.

- We are concerned for children because we love them and we love our selves. As much as we love children we want them to have the best of every thing, and to achieve certain things we were not able to achieve.

Types of child welfare services

Child welfare services can be classified as:

- Service designed to support the ability of parents to meet children’s needs.
- Services designed to supplement the care that the child receives from his/her parents or to compensate for certain inadequacies.
- Services designed to substitute for parental care either partially or wholly. This in case parents does not exist.

Common Problems Children Face

Many children face a variety of problems within and outside the home environment including the following.

1. ***Physical abuse:*** This refers to beating of o children to the extent that some physical damage happens to them. The line between physical abuse and harsh parental discipline is difficult to define. Definitions that are narrow in scope restrict abuse to actual serious injury endured by the child while broader definitions include intent to harm the child and verbal abuses.
2. ***Physical Neglect which includes***
 - **Child abandonment:** letting a child live in filth, without proper clothing and nourishment.
 - Educational neglect in which children are allowed to be absent from school.
 - Medical neglect where no effort is made to protect their health.
3. ***Emotional Neglect-***, which refers to failure to provide children with emotional support necessary for the proper development of their personality. E.g. subjecting children to rejection, hostility and anxiety results in perceivable problems in their personality.
4. ***Sexual abuse*** – child molestation and incest

5. Unwholesome or Demoralizing conditions. This refers to the exposure of children to prostitution, criminal activity, drug addiction and severe alcoholism. Such exposure is considered harmful to normal development of children.

6. Exploitation: *forcing children to* work for longer hours and encouraging them to beg, steal or engage in prostitution.

Substitution Mechanisms in Child Welfare

1. **Adoption** is the best mechanism for two reasons

It gives parental rights to adopting parents. It confers on the child equal and full status as a member of the new family it has joined. The child has equal status with everyone else in the family.

2. **Foster homecare.** It provides necessary care for the child until he/she reaches a certain age. The parents (family) who take care of child may or may not be paid for maintaining the child. Due to high probability of abuse and exploitation, social workers are required to follow up foster care cases. There is usually no emotional and psychological attachment between the child and the caretakers.

3. **Institutional care.** Is used in the absence of adoptive families or foster homes. Children who lost their parents in some way are temporarily placed in large institution known as orphanages. These institutions lack love and affection attachment and thus children are either adopted or placed in foster homes as soon as possible.

3 Youth welfare

Youth refers to the period in human life, which forms a bridge between childhood and adulthood. For statistical purpose, the UN has defined youth as those persons falling within the age group of 15 to 24.

Characteristics of youth: Youth constitutes a heterogeneous group characterized by:

- **Vitality** – full of like energetic
- **Creativity** – Imaginative,
- **Receptability** -able to receive ideas very easily, ready to change
- **Idealism** – live by dreaming abstraction, unable to understand the reality
- **Restlessness-**

Because youth are restless and energetic they should be provide with activities that would consume their energy.

Specific needs of youth

The needs, aspirations and problems of youth are deeply rooted in the striation of the society in which they are socialized. E.g. In a certain community a certain kind of clothing is required on certain occasions (wholly days). The youth of that community then aspire to fulfill that requirement. When they fail to fulfill that, it becomes their problem. To help them prepare for life and to enable them to improve their lives as they contribute to the improvement of their environment, youth need at least the following:

- Education and training which is relevant and adequate
- Employment
- Recreation-, which provides opportunity for self-appreciation and personality development.

4 Industrial Welfare

Major social problems involving work are:

- Alienation
- Unemployment
- Occupational health hazarders

Alienation is the sense of meaningless and powerlessness that people experience when interacting with social institutions they considered as oppressive and beyond their control. Alienated people find their work no longer satisfying and instead may experience boredom, apathy, fatigue and frustration. Work alienation occurs largely because workers are separated from the ownership of the production and from any control over the final product of their labor. Source of alienation include specialization, Automation (use of Machinery), lack of involvement in the decision-making process, performing routine and repetitive tasks, and lake of opportunity to be creative or to fully use one's parents. Alienation may lead to poor quality of work, absenteeism, job turnover and low productivity.

Unemployment of ten leads to extreme personal isolation. work is a central part in the lives of many people. When unemployment occurs work ties are cut, people feel friendliness and stop (cut) their participation in community affairs, loss self esteem and experience depressions. They feel dehumanized, insignificant and that they can be easily replaced.

Occupational health hazards include :

- On the job accident
- Working condition that lead to illness
- Job stress that leads to psychological problems.

Different services are requires to deal with problems in the work place. This include:

- Disability benefits
- Health care services
- Work injury compensation
- Sickness benefits
- Housing service
- Schooling
- Athletes fields (refreshment)

6.5 Social Security

Social security is an important section of social welfare and is gaining more and more prominence in modern times. The term social security is used to denote programs established by law to provide for the economic security and social well being of the individual and his family. Social security can be viewed as a program of protection provided by society against those contingencies of modern life which threatens the well being of individuals, and their families and which is beyond the capacity of the individual to cope with by themselves. Social security programs were first introduction in industrialized countries, as the traditional systems of social welfare became weakened by modernization.

Social security programs can be ground in to two categorizes: social insurance and social assistance. Social insurance is work related and clients are supposed to make contributions. It is contractual right and does not require evidence of need. Unlike social assistance it is designed to prevent dependency before it happens. Social assistance on the other hand, involves neither contributions nor labor participation (work). It is contingent upon need and determined by means test. Means test refers to an evolution of a client's financial resources, using the result as the criterion to determine eligibility to receive a benefit. In the case of social insurance, benefits are predictable while in social assistance, benefits are non predictable, i.e. the person does not know what befits he will receive.

Types of social security programs

Social security systems and programs vary from country to country, but in general terms they include: old age pension, unemployment insurance, benefits to widows and children, and some sort of medical care. According to International Labor Organization (ILO), convention, No 102, member states are expected to provide the following benefits for citizens.

- Old age pension benefits
- Disability benefits
- Benefits to widows and dependent children
- Work Injury compensation
- Maternity benefits
- Sickness benefits
- Unemployment benefits

Based on ILO convention No 102, the scope and standard of the social security benefits enumerated above are summarized as follows.

Old age pension: - benefits are calculated on the basis of a certain percentage of average earning over a specified period and are paid when the insured person reaches a specified retirement age.

Disability benefits: - are provided when the worker is incapacitated to engage in any gainful activities.

Benefits to widows and dependent children (survival benefits): - are provided to widows and dependent children when the breadwinner is dead or disabled.

Work injury compensation: - is paid to a worker who had suffered traumatic injury or disease resulting from employment and not brought about by willful misconduct of the victim

Maternity benefits: - are provided for the following reasons: -

- To enable female employees abstain work during the first six weeks preceding the expected date for child delivery (45 days)
- To allow her abstain work during the six weeks after the date of child delivery (45 days)
- To provide her with postnatal confinement and prenatal care by a Doctor or certified health worker.
- To provide her with necessary benefits sufficient for full maintenance of herself and her child during the periods of her absence from work.
- To protect her from being dismissed from employment during her maternity period or subsequent period of sickness.

Sickness benefits: - The general pattern is that the employer provides medical services for the employee and his family; pay a certain percentage of wage for a specified period, i.e., paid leave on account of sickness

Family allowance: - is financial assistance given to a needy family with fully or partially covering expenses incurred in raising and educating children below a certain age specified by law.

Unemployment benefits: - this is based on an insurance system where the employee or the employer or both make contribution when the employee is working, and then the employee receives benefits when he is unemployed.

Social Security Programs in Ethiopia

Old Age, Disability, and Survivors

Regulatory Framework

First and current law: 1963 (public employees), with 1974, 1975, 1996, 1999, 2003, 2004, and 2006 amendments.

Type of program: Social insurance system.

Coverage

Public-sector employees only, including military and police personnel and employees of government-owned enterprises.

Source of Funds

Insured person: 4% of basic salary.

The insured's contributions also finance work injury benefits.

Employer: 6% (civilian) or 16% (military) of payroll.

The employer's contributions also finance work injury benefits.

Government: None, except as an employer.

Qualifying Conditions

Old-age pension: Age 60 with at least 10 years of service and contributions.

Early pension: Age 55 with at least 25 years of contributions (civilian personnel); aged 45 to 55 (depending on rank) with at least 10 years of contributions (military personnel).

Old-age settlement: Age 60 and does not meet the qualifying conditions for the old-age pension.

Disability pension: The insured must be assessed as incapable of normal gainful employment and have at least 10 years of service and contributions.

Disability settlement: The insured must be assessed as incapable of normal gainful employment and have less than 10 years of service and contributions.

Survivor pension: The deceased met the contribution conditions for the old-age pension or was a pensioner at the time of death.

Eligible survivors are the widow(er), children younger than age 18, and dependent parents.

Survivor settlement: Paid to eligible survivors if the deceased had less than 10 years of service and contributions and was not eligible for a pension.

Eligible survivors are the widow(er) and children younger than age 18.

Old-Age Benefits

Old-age pension: The pension is equal to 30% of the insured's average monthly basic salary in the last 3 years before retirement, plus 1.125% (civilian) or 1.5% (military) of the insured's average monthly basic salary for each year of service exceeding 10 years.

The minimum monthly pension is 100 birr.

The maximum monthly pension is equal to 70% of the insured's average monthly basic salary.

Early pension: The pension is calculated in the same way as the old-age pension.

Benefit adjustment: Benefits may be adjusted by the Council of Ministers every 5 years.

Old-age settlement: A lump sum is paid equal to the insured's basic salary in the month before retirement times the number of years of service.

Permanent Disability Benefits

Disability pension: The pension is equal to 30% of the insured's average monthly basic salary in the last 3 years before the disability began, plus 1.125% (civilian) or 1.5% (military) of the insured's average monthly basic salary for each year of service exceeding 10 years.

The maximum monthly pension is equal to 70% of the insured's average monthly basic salary.

Benefit adjustment: Benefits may be adjusted by the Council of Ministers every 5 years.

Disability settlement: A lump sum is paid equal to the insured's basic salary in the month before the disability began times the number of years of service.

Survivor Benefits

Survivor pension: 50% of the deceased's monthly pension is paid to the widow(er).

The pension ceases on remarriage.

Orphan's pension: Each eligible orphan receives 20% of the deceased's pension; 30% for full orphans.

Dependent parent's pension: Each eligible parent receives 15% of the deceased's pension; 20% in the absence of other eligible survivors.

Survivor settlement: A lump sum is paid to each eligible survivor. The lump sum is calculated using the percentage rates used to calculate the survivor pension or orphan's pension.

Benefit adjustment: Benefits may be adjusted by the Council of Ministers every 5 years.

Administrative Organization

Accountable to the prime minister and managed by a board and a director general, the Social Security Agency administers the program.

Sickness and Maternity

Regulatory Framework

The public service amendment proclamation (2002) and the labor proclamation (2003) require employers to provide paid sick leave for up to 3 months: 100% of earnings is paid for the first month; thereafter, 50% of earnings.

The public service amendment proclamation (2002) and the labor proclamation (2003) require employers to provide paid maternity leave for up to 45 days after childbirth; thereafter, paid sick leave may be paid in the event of complications arising from childbirth.

Work Injury

Regulatory Framework

First and current law: 1963 (public employees), with 2003 amendment.

Type of program: Social insurance system.

The labor proclamation (2003) allows for the provision of private insurance for public-sector employees.

Coverage

Public-sector employees only, including military and police personnel and employees of government-owned enterprises.

Source of Funds

Insured person: See source of funds under Old Age, Disability, and Survivors, above.

Employer: See source of funds under Old Age, Disability, and Survivors, above.

Government: See source of funds under Old Age, Disability, and Survivors, above.

Qualifying Conditions

Work injury benefits: There is no minimum qualifying period.

Temporary Disability Benefits

A lump sum is paid equal to 45% of the insured's monthly basic salary multiplied by 5 years times the assessed degree of disability.

Benefit adjustment: Benefits may be adjusted by the Council of Ministers every 5 years.

Permanent Disability Benefits

Permanent disability pension: The pension varies from 45% to 70% of the insured's monthly basic salary, according to the assessed degree of disability.

If the value of the disability pension is less than or equal to the insured's entitlement under the old-age pension, then the old-age pension is paid up to a maximum of 70% of the insured's monthly basic salary.

Benefit adjustment: Benefits may be adjusted by the Council of Ministers every 5 years.

Survivor Benefits

Survivor pension: 50% of the deceased's pension is paid to the widow(er).

The pension ceases on remarriage.

Orphan's pension: Each eligible orphan receives 20% of the deceased's pension; 30% for full orphans.

Dependent parent's pension: Each eligible parent receives 15% of the deceased's pension; 20% in the absence of other eligible survivors.

Benefit adjustment: Benefits may be adjusted by the Council of Ministers every 5 years.

Administrative Organization

Accountable to the prime minister and managed by a board and a director general, the Social Security Agency administers the program.

Social welfare administration

Administration:

- Administration is the universal process of efficiently getting activities completed with and through others.
- Administration is a process of defining and attaining objectives of an organization through a system of coordinated and cooperative effort.
- Administration may be defined as the sum total of all activities which relate to:
 1. Determination of objectives, plans, policies and programs.
 2. Securing resources –men, materials and machinery.
 3. Putting all these resources in to operation –through sound organization.
 4. Controlling their performance – to ensure achievement of ends.
 5. Providing sense of achievement to the workers in the operation through financial and non-financial incentives.
- Social Welfare/Work Administration is the process of transforming social policies into social services.
- Social Welfare Administration is the process of efficiently providing resources and services to meet the needs of the individuals, families, groups and communities to facilitate social relationship and adjustment necessary to social functioning.
- Social Welfare/work Administration may be thought of as the action of staff members who utilize social processes to transform social policies of agencies into the delivery of social services.

Principles of Social Welfare Administration

Acceptance: Leaders and staff members are encouraged to accept one another and to act accordingly. This does not rule out criticism and evaluation and suggestions for improvement but does mean that all staff members feel a basic security as individuals, with rights as well as responsibilities.

Democratic involvement in formulation of agency policies and procedures: This implies participative management to perform better.

Open communication: This indicates sharing of ideas and feelings within the agency; acting

Principles related to Professional values	Principles related to Administrative function	General Principles
Social work values community & Client Needs Cultural setting Purposeful relationship Professional responsibility Participation Evaluation	Agency purpose Planning Organization Delegation co-ordination Resource utilization Leadership	Agency totality Change Growth

and reacting with honesty and integrity.

Principles as explained by Trecker

1. The Principle of Social Work Values: The values of the profession are the foundation upon which services are developed and made available to persons who need them.
2. The Principle of community and client needs: The need of the community and the individuals within it are always the basis for the existence of social agencies and the provision of programs.
3. The Principle of agency purpose: The social purpose of the agency must be clearly formulated, stated, understood and utilized.
4. The Principle of cultural setting: The culture of the community must be understood in as much as it influences the way needs are expressed and the way services are authorized, supported, and utilized by the people who need them.
5. The Principle of purposeful relationship: Effective purposeful working relationship must be established between the administrator, the board, the staff and the constituency.
6. The Principle of agency totality: The agency must be understood in its totality and wholeness.

7. The Principle of professional responsibility: The administrator is responsible for the provision of high quality professional services based on standards of professional practice.
8. The Principle of participation: Appropriate contributions of board, staff and constituency are sought and utilized through the continuous process of dynamic participation.
9. The Principle of Communication: Open channels of communication are essential to the complete functioning of people.
10. The Principle of leadership: The administrator must carry major responsibility for the leadership of the agency in terms of goal attainment and the provision of professional services.
11. The Principle of planning: The Process of continuous planning is fundamental to the development of meaningful services.
12. The Principle of organization: The work of many people must be arranged in an organized manner and must be structured so that responsibilities and relationships are clearly defined.
13. The Principle of delegation: The Delegation of responsibility and authority to other professional persons is essential.
14. The Principle of co-ordination: The work delegated to many people must be properly coordinated.
15. The Principle of resource utilization: the resources of money facilities and personnel must be carefully fostered, conserved and utilized in keeping with the trust granted to the agency by society.
16. The Principle of change: The Process of change is continuous, both within the community and within the agency.
17. The Principle of evaluation: Continuous evaluation of processes and programs is essential to the fulfillment of the agency's objectives.
18. The Principle of growth: The growth and development of all participants is furthered by the administrator who provides challenging work assignments, thoughtful supervision, and opportunities for individual and group learning.

These Principles can be grouped as follows for the sake of understanding.

Functions and Scope of Social Welfare Administration

Social welfare Administration, like any other administration (Government / business) requires clear objectives and policies and an efficient organizational structure with precise staff organization,

sound methods of selection, recruitment and promotion of personnel, decent working conditions, and fiscal accounting and control to guarantee for responsible management. Nevertheless, there are important differences between social service administration and other types of government administration.

Social Welfare administration requires.

- Faith in the Philosophy and methods of Social Welfare
- Knowledge about social legislation
- Familiarity with social work practice.

Functions of Social welfare Administrators/Agencies

Rosemary Sarri, Warham, and Kidneigh identified various functions to be performed by the executives of Social Welfare agencies. According to War ham, Social Welfare administrators are supposed to perform the following functions

1. Formulating the Agency's objectives
2. The Provision of a Formal structure
3. The promotion of co-operative Efforts
4. Finding and Deploying Resources

5. Supervision and Evaluation

Rose Mary Sarri listed out the following functions.

Institutional level (Higher level)

- Deciding about the problem to be addressed
- Establishment of the organizational domain
- Determination of organizational boundaries
- Management of organization-environment relations
- Reporting and interpretation to the community
- Development of a particular public image

Managerial level (Middle level)

- Mediation between clients and professionals
- Procurement and allocation of resources
- Direction and co-ordination of the staff.
- Overall recruitment, selection, training & supervision

Technical level (Lower level)

- Performing technical activities like counseling referral, teaching, provision of Material resources
- Selecting/experimenting viable technologies to attain organizational goals
- Continuous staff development.

John Kidneigh classified the functions of Social Welfare administration under two headings, i.e. Enterprise Determination and Enterprise Execution

Enterprise Determination	Enterprise Execution
Fact finding Analysis of social conditions and services to meet human needs. Decisions on the best ways of reaching the objective Planning and allocating resources	Staffing the Agency Supervising and controlling personnel and finances Recording and Accounting Supplying financial resources

Rosemary Sarri/Dunham listed out the following activities of Social Welfare Administration.

1. Translation of Social mandates into operational policies and goals to guide organizational behavior.
2. Design of organizational structures and processes through which the goals can be achieved.
3. Securing of resources in the form of materials staff, clients and social legitimation necessary for goal attainment and organizational survival.
4. Selection and engineering of the necessary technology
5. Optimizing organizational behavior directed toward increased effectiveness and efficiency
6. Evaluation of organizational performance to facilitate systematic and continuous problem

Solving.

Personality Requirements of a Social Welfare Executive

Personality means the distinguishing traits and characteristics behavior of a person; the sum total of a person's somatic, mental, emotional and social traits; An executives personality is the outcome of his knowledge/understanding, his attitude his skills and actions

Knowledge

Attitude

Skills

Action

All these four constitute personality

Knowledge required for an executive

Adequate knowledge of administration is essential for an executive to be effective. Following are the brief descriptions of some of the salient areas of knowledge.(Trecker, Skidmore)

1. Knowledge of self and meaning of being and executive feeling about authority and responsibility
 - Adequate knowledge of the agency's goals polices services and resources.
 - Basic knowledge of the dynamics of human behavior
2. Understanding of the individuals who make up the agency, their needs, abilities and motivations
3. Understanding of how the individual receives basic satisfaction from his work, how to Provide recognition for genuine accomplishment.
- 有 Comprehensive knowledge of community resources especially those related to the agency.
 - 有 Knowledge of organizational theory/ Group dynamics
4. Understanding of groups, i.e. board, staff, constituency, how they define their function and approach to their work.
5. Understanding of kinds of help the group need in doing its work; how group asks for and accepts help
6. Understanding of how the group relates and work with other groups in the agency and in the community

- Adequate understanding about the social work methods used in the agency.
- Acquaintance with the professional associations in social work/welfare.
- Adequate knowledge of evaluation process and techniques.

Attitudes:

Attitudes are predispositions to act and are intertwined with the feelings of people, which are essential to build satisfactory relationship with staff and community. Significant attitudes that are necessary for an executive to be successful are given below (Skidmore)

- 有 Genuine respect for each staff member as an unique individual
- 有 Recognize that no person is perfect and accepts this premise regarding staff and self
Willingness to provide a physical setting and emotional climate that will help bring out the best in each staff member
- 有 Respect for values
- 有 Being open and receptive to new ideas and facts
- 有 Recognize that the welfare of the agency is of more importance than any worker, including himself.

Skills required for an executive:

Skill means expertness or mastering over certain activities, which give a sense of accomplishment, and lends color to the personality. An executive is expected to have the following skills

- 有 Skill in selection of the staff
- 有 Skill in defining purposes and objectives of the agency
- 有 Skill in helping the staff organize for effective work
- 有 Skill in developing a work methodology
- 有 Skill in helping individual members.

Action:

An executive's knowledge, attitude and skills are automatically expressed in the form of the following activities.

Accepting, caring, creating, democratizing, trusting, approving, maintaining equilibrium, planning, organizing, prioritizing, delegating, interacting with community and professional persons, decision making, facilitating, communicating, building and motivating.

Definition and Functions of Social Welfare Policy

Social welfare policy—the way society responds or does not respond to Social need—may seem like a distant and remote subject. It touches us as individuals every day. Each of us and our friends and relatives use social welfare services at various points in our lives, and we all pay taxes to support social programs so that they will be available to us when we need them. We have also seen that social welfare policy has an enormous influence on our work as professionals.

The decisions that the government makes about social welfare policy shape the lives of our clients, the extent to which we can help them, and the ability of social agencies to fulfill their missions. These decisions determine who pays for and who benefits from government spending, how well or poorly people live, the nature of their relationships to each other, the overall quality of life, and the nation's commitment to social justice. It sets a tone for the way individuals in the wider society think of their obligation to people in need—either encouraging or discouraging social responsibility for others.

Although many students entering a social work program have never heard the term social welfare policy before, in fact most people have strong opinions about policy issues such as welfare for single mothers, managed health care, and affirmative action. Indeed social welfare policy is controversial because it involves political conflict over the nature and causes of and solutions to social problems such as poverty, racial discrimination, and the welfare of children.

In the final analysis, social workers must understand and learn to deal with social welfare policy, given its controversial character, its importance to social work, and its impact on the wider society. However, as any social welfare policy text will tell you, no simple, clear-cut, or uniform definition of social welfare policy exists. By examining the concept from a variety of vantage points, we will develop a clearer picture of what it is all about.

What Is Social Welfare Policy?

Let's begin with the question, What is policy? Webster's dictionary defines policy as any governing principle, plan, or course of action that guides and governs the choices and

activities of a wide variety of societal institutions. This includes the principles, guidelines, and procedures that govern the social agencies that employ social workers, but also universities, trade unions, religious organizations, government bodies, and professional associations.

Virtually all societal institutions and organizations develop policies to facilitate consistent decision making. However, here we will look just at public or governmental policy and, in particular, social welfare policy.

Public Policy

Social welfare policy is one type of public policy. Public policy consists of the principles, plans, and courses of action taken by the government on behalf of society at large. But these actions fall into two large interrelated spheres:

International (or foreign) and national (or domestic) policy.

International

International or foreign policy refers to activities that extend beyond a nation's borders. It addresses questions related to foreign trade, military affairs, immigration, financial aid to other nations, international finance, space exploration, cultural exchanges, and so on.

National

National or domestic policy refers to government decisions that guide actions within a nation's borders. It includes policy related to social welfare but also to agriculture, business, the economy, the labor market, transportation systems, and taxation, to name only some of the major domestic policy arenas.

Social Welfare Policy

Social welfare policy is one type of domestic or social policy. We have defined policy, but what do the terms social and welfare mean? Webster's dictionary defines social as "of or having to do with human beings living together as a group in a situation requiring that they have dealings with one another." The term welfare is confusing because it refers to both a particular program and to the condition or well-being of society. According to the dictionary, welfare is "the state of being or doing well; the condition of health, prosperity, happiness, and well-being." A welfare state

exists in those societies that make the well-being of people the responsibility of the government. and, social welfare programs benefit the affluent as well as the poor.

Social welfare policy refers to the principles, activities, or framework for action adopted by a government to ensure a socially defined level of individual, family, and community well-being. It has been defined as “those collective interventions that contribute to the general welfare by assigning claims from one set of people who are said to produce or earn national income to another set of people who may merit compassion or charity”; as “a subset of social policy that regulates the provision of benefits to people to meet basic life needs”; and as “an organized system of laws, programs, and benefits and services which aid individuals and groups to attain satisfying standards of life, health, and relationships needed to develop their full capacities.”

At the ground level, social welfare policy appears in the form of social welfare programs—benefits and services—used by people every day to address basic human needs. These needs include income security, health, education, nutrition, employment, housing, a sense of belonging, and an opportunity to participate in society.

In sum, social welfare policy can be thought of as a public response to problems that society is ready to address, a societal institution composed of government-funded programs and services targeted to some definition of basic needs, and a strategy of action that guides government intervention in the area of social welfare provision. Though not all people employed by the social welfare system are trained social workers, social work represents the largest single profession working within the social welfare system.

Broadening the Definition of Social Welfare Policy

This definition of social welfare is accurate but too narrow. Ignoring the relationship between public and private provision, it does not include the social welfare system embedded in the tax code, misses the connection between social welfare and other public policies, and does not account for what some call nondecisions. These four realities complicate our definition of social welfare policy but increase our understanding of how it works in real life.

Public and Private: A Blurred Boundary

The definition of social welfare policy covers policies and programs that operate in the public sector, that is, those carried out by federal, state, and local governments. However, many

social workers are employed in the private sector, which includes both not-for-profit human service agencies (voluntary agencies) and for-profit programs (proprietary agencies). The line between public and private social welfare programs has always been somewhat blurred, largely because public dollars have regularly been used to fund the delivery of human services by private sector agencies, first the nonprofits and then the for-profits. Today, many large and small private agencies rely heavily on government contracts and/or reimbursement for services provided to clients. Unlike many Western European nations in which the government itself operates social welfare programs, the United States has preferred to fund the private sector to deliver social services. Government funding of private social

Deepening the Definition of Social Welfare Policy

The definition of social welfare as government responsibility for the general welfare is too simple as well as too narrow. The standard definition of social welfare policy as meeting basic human needs implies that social welfare provision is guided by a single goal and that social welfare policy always enhances well-being.

The Functions of Social Welfare Policy

Social, economic and political functions

The Social Functions of Social Welfare Policy

The social functions of social welfare policy seek to enhance the functioning and well-being of individuals and families. To avoid chaos and disorganization, all societies need to maintain predictable patterns of behavior, to ensure that individuals comply with societal norms and rules, and to educate people to carry out their socially defined work and family roles. Prior to the Industrial Revolution, the family, the community, and religious institutions carried out these common tasks. Over time, however, the responsibility for socialization was extended from these traditional structures to governmental institutions such as schools, health care services, penal institutions—and the welfare state.

The government had to take a role in creating the conditions that promote individual development and prevent social problems for at least three reasons. First, over the years, due to geographic mobility, fewer people lived close to their family or maintained strong ties to a religious institution. Second, the process of industrialization, urbanization, and immigration created new and different types of needs that overwhelmed the caretaking and socializing capacity of individual

families, communities, and religious institutions. Third, the resulting social problems had to be addressed to the extent that they impaired individual functioning and jeopardized the smooth running of wide society.

If too many people became illiterate, unhealthy, criminal, unemployed, homeless, and orphaned, they could not carry out their socially defined work/breadwinning and family/caretaking responsibilities. Wider society, in turn, suffered both the loss of their productive contributions and the social problems associated with unmet needs. Therefore, local, state, and then the federal government gradually created new programs that would support family functioning, help individuals perform their roles in ways that both satisfied themselves and conformed to societal expectations, and protect society from those who did not follow the rules.

The preceding explanation describes how most liberal analysts explain the social functions of social welfare policy and reflects what is found in most social welfare histories. In contrast, conservatives think of social policy's social functions as an issue of social control, believing that punishment works better than rehabilitation. They contend that social welfare policy must regulate "deviant" behavior because failure to carry out one's socially defined work and family roles reflects personal irresponsibility and the acceptance of non-mainstream values rather than unmet needs.

Contrary to their opposition to government intervention in the economy, conservatives support public policies that alter or control the behavior of delinquents, criminals, and drug addicts as well as single mothers, jobless adults, mentally ill people, homosexuals, social critics, and the poor. By subjecting these "irresponsible" and "deviant" persons to long prison sentences, mandated treatment, or minimal social welfare benefits, conservatives believe, the government will both improve individual functioning and send a message to the rest of society about what happens to those who do not conform.

The radical and feminist analyses charge that in a capitalist/patriarchal society, control and discipline represent social welfare policy's main social function. The rules and regulations of programs and services, they argue, reward individuals and families for complying with prescribed work and family roles and penalize those who cannot or choose not to do so by reducing or denying them assistance.

By making benefits conditional on compliance with mainstream values and norms in this way, these more radical analyses argue, the government leaves individuals, especially poor

individuals, with no choice but to conform, even when cultural mandates counter their best interests. In this view, the social functions of social welfare policy help to supply business and industry with obedient workers, male-headed households with compliant wives/mothers, and the wider society with citizens who accept mainstream norms that favor the dominant class over their own. Thus, the regulatory features of the social functions of social policy enforce the very institutions that radicals and feminists believe have generated social problems in the first place.

The Economic Functions of Social Welfare Policy

The economic functions of social welfare policy regulate the relationship of the individual to the economy. Social welfare policy functions economically on several fronts: it provides a minimum level of economic security, helps to stabilize the economy during economic downturns, subsidizes the cost to business of sustaining the workforce, and underwrites family maintenance (social reproduction).

Economic Security

One economic function of social welfare policy is to ensure a minimum level of economic security to all. People need income to provide for themselves and their families. Unless we are independently wealthy, we need to be working or to be supported by an employed person in order to survive. But the labor market does not serve everyone equally, adequately, or all the time. Even in good economic times, business and industry cannot provide employment for all those people who are willing and able to work. Other people cannot work due to age, disability, illness, or other employment barriers. Still others are not in the labor force due to family responsibilities, employment discrimination, or lack of work available during economic downturns.

For these reasons, but also due to low wages, the government gradually assumed the responsibility for ensuring a minimum standard of living below which no one will have to live. To this end, the nation's cash assistance programs provide individuals and families with access to a subsistence level of income, shelter, health, education, and employment. Social welfare policies also protect people from inequalities built into the market economy by placing a floor under wages, reducing the discriminatory barriers that bar people from jobs, regulating the health and safety of the workplace, and protecting consumers against impure food, drugs, and unsafe highways.

Automatic Stabilizers

Social welfare policy functions economically as well to stimulate the economy during recessions and depressions. Economists refer to social welfare benefits as automatic stabilizers because by putting cash into people's hands, income support programs help to prime the economic pump. For example, during the Depression of the 1930s, advocates of the Social Security Act won public support by arguing that cash assistance programs would turn people without dollars into active consumers and thereby keep business afloat. During subsequent recessions and depressions, the increased purchasing power provided by the nation's cash assistance programs helped to stimulate the production of goods and services, which, in turn, created jobs and reduced unemployment. Without these automatic stabilizers, when the economy sags, it would spiral even further downward, causing more businesses to lay off workers and leaving more families unable to purchase the goods and services that business and industry need to sell in order to survive.

Socializing the Cost of Production

Radicals link the economic functions of social welfare policy more directly to business profits. By asking who benefits from social welfare policy, radicals conclude that social welfare policy operates to subsidize the costs of profitable economic production for business and industry in at least four different ways: by stimulating purchasing power, subsidizing wages, increasing labor productivity, and enforcing work norms.

The cash assistance provided by social welfare programs contributes directly to business profits. By stimulating purchasing power, as noted above, the pool of customers available to buy the goods and services produced by business and industry is enlarged. Social welfare policy improves business profits as well by subsidizing wages. For years, the federal government's employment and training programs have paid the wages for disadvantaged workers hired by employers for a defined period of time. This financial incentive was designed to encourage employers to hire disadvantaged workers and then to move them into an unsubsidized job. But instead of retaining the subsidized worker when the wage grant ended, employers often replaced one subsidized worker with another. Radicals argue that social welfare policy also subsidizes wages in a less direct way. To the extent that cash benefits, food stamps, housing supplements, and health insurance cover basic living costs of workers, these grants allow employers to pay workers a lower wage.

The third way that social welfare policy increases business profits is by helping to ensure the productivity of the workforce. Public spending on health, education, and social services provides

employers with the healthy and fit workforce they need at virtually no additional cost to business. The public pays the tab, but the profits stay in private hands. Further, by keeping benefits low and discouraging their use, social welfare policy enforces both the work ethic and low wages. The stigma attached to the receipt of public benefits conveys the message that work for any employer on any terms is better than public aid. The small grants provided to those in need encourage people to choose work over public assistance regardless of the wages paid or the safety of the working conditions. Finally, by enlarging the supply of people looking for work, the policy of deterrence makes it easier for employers to pay low wages and harder for unions to negotiate good contracts.

Social Reproduction

The feminist analysis identifies social reproduction as still another economic function of social welfare policy. Social reproduction refers to a series of tasks typically assigned to the family. These include the reproduction of the species (procreation); meeting the basic survival needs of individuals (consumption); rearing and preparing the next generation for adult work and family roles, including acceptance of prevailing values and norms (socialization); and caring for those who are too old, young, ill, or disabled to care for themselves (caretaking). Women's work as consumers and caretakers not only keeps individuals fed, clothed, and sheltered, it also replenishes the energy of family members so that they can put in another day of school or work. Families need a certain standard of living to successfully carry out their socially assigned tasks of social reproduction. However, because business profits depend on high prices, high productivity, and low labor costs, the market economy often fails to yield the jobs and income needed by the average family to reproduce and maintain itself. Low earnings, substandard housing, inadequate health care, and inferior public education undermine the family's capacity for caretaking.

This unsuccessful social reproduction, in turn, harms individual well-being. It can also threaten business profits and social stability. Profits suffer because failure of social reproduction deprives business of consumers, productive workers, and contented voters/citizens. When these conditions jeopardize business interests too much or provoke large-scale social protest, the welfare state steps in with programs to support family functioning, because family maintenance is critical for both business profits and the smooth functioning of wider society. Of course, conservatives see the economic functions of social welfare policy differently. They argue that social welfare policy increases the costs of doing business and otherwise interferes with market functions.

From this perspective, the availability of cash benefits, however meager, wrongly allows people to avoid the dirtiest and most dangerous jobs. With fewer people seeking this work, employers have to offer higher wages to recruit a workforce, which cuts into their profits. Minimum-wage laws set a floor under market wages, forcing employers to pay more. Social welfare policy also means more government spending, which conservatives say leads to budget deficits, higher interest rates on government borrowing to cover the deficit, an upward pressure on corporate income taxes, and other profit-reducing measures.

The Political Functions of Social Welfare Policy

The political functions of social welfare policy address the need to reduce social conflict. All large and diverse societies contain many groups or classes, each with distinct interests and goals. Therefore, most governments try to integrate all elements of the population into a coherent system, to win and maintain the people's loyalty, and to legitimate both themselves and the wider social order. To this end, governments hold elections that give the people the opportunity to express their will. They also offer social welfare benefits. Social welfare policy helps to reduce interest group conflict by distributing resources from those with more to those with less. Cash assistance programs, civil rights protections, and employment and training schemes also create more opportunities for those left behind by the dynamics of the market.

A more radical analysis suggests other political functions for social welfare policy. First, this analysis argues that societal conflict stems, not from interest group competition over scarce resources, but from the unequal structure of wealth and power that leaves many needs unmet. At some point, this inequality causes people to become disgruntled or more seriously aggrieved. If too many people become dissatisfied with the system, they may rise up in protest and undermine the conditions for profitable economic activity and the political stability on which it depends. The protest might take the form of not voting, abandoning one political party for another, joining a social movement, or otherwise threatening the desired political stability.

In the United States, such dissatisfaction gave rise to the demands for governmental redress from the trade union, civil rights, women's liberation, and welfare rights movements, among many others. The resulting social welfare concessions, such as greater cash assistance, a higher minimum wage, stronger protection against discrimination, and the addition of family and medical leaves for workers, help people to feel recognized, to value their membership in

society, and to be willing to play by the rules rather than challenge them. To the extent that the reforms reduce popular dissatisfaction, the expansion of the welfare state helps to quell disruptive social protest and hold back demands for even wider social change.

In addition to quieting unrest, social welfare provisions help to stabilize the system in another way. By visibly demonstrating a willingness to aid those with less, social welfare provisions help to obscure the reality that governments often take the side of the haves over the have-nots. Should the state appear to be unduly captured by big business, it risks stirring up protest. For example, the recent demands for term limits for legislators and for campaign finance reform sent a loud message to elected officials that the public wanted limits placed on the ability of the rich and powerful to control the political process. By making it appear that the government represents the interests of all and by veiling the unequal and undemocratic features of the social structure, the welfare state also helps to legitimize the wider social order and to prevent demands for more radical change.

Nations also deal with conflict and instability through repression and silencing dissent. To this end, they bypass social welfare policy for the more coercive arm of the state. The repression takes various forms, including blaming victims for their unfortunate circumstances, labeling dissenters as disloyal, jailing critics, and calling out the police/national guard to put down a protest.

Conservatives insist that expansive social welfare policy stimulates rather than quiets conflict. They argue that the expansion of the welfare state during the 1960s generated conflict by fostering too much democratic participation, creating a sense of entitlement to benefits, and by raising people's aspirations. Conflict erupted because social welfare policy led people to make demands on the state and to expect more than the system could provide. Therefore, to limit political conflict, conservatives called for cutting back social programs and curtailing democratic processes.

social welfare policy has both positive and negative outcomes for individuals and families for at least two reasons. First, there is no agreement about the proper economic and political functions of social welfare policy. Conservatives, liberals, radicals, and feminists consistently dispute these issues. Second, the economic and political functions of social welfare policy may undercut, override, or compromise the stated social purpose so that individuals and families get less than what they need.

Social Welfare Policy: Arena of Struggle

Perhaps the best way to define social welfare policy is as an arena of struggle. In this view, social welfare policy represents the outcome of struggles over the distribution of societal resources fueled by its often competing social, economic, and political functions. In addition, social welfare provision has the potential to strengthen the political and economic power of those with less. For example, access to income and services outside the market enables people to survive while avoiding unsafe and insecure jobs as well as unsafe or unhappy marriages. Also, by providing an economic backup, social welfare benefits make it possible for those with less income or power to fight back. For this reason, the trade union, civil rights, gay rights, women's, and poor people's movements have struggled for years to secure welfare state protections against the abuses of living and working in a society structured by class, race, heterosexism, and gender inequality.

The welfare state is an arena of social, economic, and political struggle because access to income and services outside of work and marriage provides people with the wherewithal to resist, challenge, and change power relations that shape the prevailing status quo. Likewise for the social work profession, whose work takes place where the individual and society meet? The location of social work between the individual and society often leads practitioners to feel that they must choose between adjusting people and programs to circumstances and challenging the status quo. But, in fact, the history of the profession reveals that since its origins in the late nineteenth century, the twin pressures of containment and change have made social work, like the welfare state, an arena of struggle. Reflecting the mandates of the profession and the historic legacy of activism among social workers, this struggle regularly targeted social welfare policy and social change.

Developmental Social Welfare Policy, Ethiopia

1. Introduction

Ethiopia today faces social problems that have been generated by lack of good governance and misguided public policies of previous regimes. The consequence of these policies are not only

witnessed in the alarming magnitude and scope of the social problems prevalent in the country, but are also manifested by recurring drought and famine, devastated economy, object poverty and prolonged civil wars.

These deep-rooted social problems are a particularly heavy burdon on the marginalized sections of the society mainly the children, youth, family, women, elderly and persons who are physically and mentally disabled. In order to prevent and control social problems in Ethiopia, rehabilitate the victims and gradually eliminate them, it has become vital for the Government to formulate a policy, which stresses the need for societal participation in all activities of development, and the elimination of harmful traditional practices. Hence, the Federal Democratic Republic of Ethiopia adopted the Developmental Social Welfare Policy in November 1996.

2. Objectives of the Policy

The three major objectives of this policy are:

- “ To expand social welfare development programmes and services with the participation of the community.
- “ To study causes of social problems and develop preventive measures.
- “ To rehabilitate the affected members of the society and those who need special care & support.

For the realization of these general objectives, the policy acknowledges its strong degree of interdependence and being complementary to other related sectarian policies such as the economic policy, population policy, education policy, health policy, women's policy etc.

3. Target Groups of the Policy /Focal Areas/

Although the Policy aims at promoting basic social welfare services to all Ethiopians, with the principle of equity and justice it particularly targets:

- “ Children, youth, family, women and the elderly, who live in difficult circumstances,
- “ Persons with physical, mental and emotional problems as well as,
- “ Victims of social problems such as prostitutes, juvenile delinquents, beggars etc.

Through the various types of welfare programmes stated in the policy, it is envisaged to create a harmonious environment by eliminating harmful traditional practices which generally have to do with abuses/verbal and physical, and neglect. These programmes are designed to identify root causes of social problems found in various segments of the society and to try to take concrete measures, to minimize and eventually to prevent the problems. The policy states that special programmes are necessary to effectively and efficiently meet the emergency situation facing those in difficult circumstances.

Apart from the services to be provided to all section of the society, based on each section's basic needs, the policy stipulates that due attention shall be given to the enactment of new laws and regulations in areas of social welfare as deemed necessary and to revise existing relevant laws. On the other hand , awareness creation and educational programmes on harmful traditional practices, which are of vital importance for the implementation of the policy, will be provided to the public at large and the vulnerable groups of the society including women and children in particular.

These programmes are also believed to nurture productive as well as self-supportive citizens with the ultimate aim of eliminating dependency syndrome. To tackle these severe social problems, the policy recognizes the need to mobilize available resources, involve the public at large and to coordinate the roles of members of the society, governments, non-governmental organizations and institutions, which are engaged in the provision of social welfare services. It also emphasizes the need for programmes of social welfare to be based on scientific and applied research. According to the policy, conducting research and disseminating results ought to be carried out in close collaboration and consultation with the various sectoral bodies, non-governmental organizations and higher learning institutions. Making available a data bank system for researchers, policy makers, planners and others, is , therefore , an important issue the policy addresses.

4. Follow Up and Evaluation Mechanisms of the Policy

In order to follow up and evaluate programmes/project and services related to social welfare activities, the policy has designed strategies which include the organization of forums, where Federal and Regional Offices of Labour & Social Affairs evaluate their past performances and design their future plans. The policy also requires these Federal and Regional Labor and Social Affairs Offices to exchange plans and performance reports on a regular basis. Being cognizant of the crucial roles communities and non-governmental organizations play during the planning and

implementation phases of social welfare services and programmes, the policy encourages their participation in the monitoring, follow up and evaluation process.