SOCIAL POLICY AND ADMINISTRATION
(DSW22)
(M.A. SOCIAL WORK)

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Lesson – 1

Definition of Policy, Types of Policies Social and Economic

1.0. Objective:

The objective of this lesson are to explain Definition of policy types of policies – Social and Economic.

Contents:

1.1. Introduction:

Policy implies adoption of a sagacious course of action in order to achieve the desired objectives. The government or a political party is expected to set out its policy. A non-political organization or an individual also have a policy as a guideline for its/ his own plans and actions. Any human action must have a guiding principle which would help in enhancing its goals. Policy is an important aspect in the fulfillment of the desired goals. Policy in itself, does not solve the problems, but it is the first step towards development and problem- solving process.

1.2. Definition of Policy:

Policy is the settled course of action adopted and followed by government or political party and is a part of planning process. Policy may be defined as a process involving social, political and

economic system in the governmental and non-governmental institutions to achieve the desired objectives. Policy specifies the goals, the resources and the manner of their utilization to the attainment of these goals. The functions of policy are in relation to developmental objectives and those meant to remove social and economic obstacles to development.

According to ' Dictionary of the Social sciences (Gould and Kolb 1964: 509), " The most common social and political usage of the term policy refers to a course of action or intended course of action conceived as deliberately adopted, after a review of possible alternatives, and pursued, or intended to be pursued".

One common distinction in policy analysis is between the study of policy content and the study of policy process. Policy content (Ranney, 1968: 8) includes " the particular object or set of objects the policy is intended to affect, the particular course of events desired, the particular line of action chosen, the particular declaration (of intent) made, and the particular actions taken- in all cases as actually chosen from among the alternative objects, courses of events, lines of action, declarations, and actions that might have been chosen".

Policy process on the other hand, includes, " the actions and interactions that produce the authorities' ultimate choice of a particular policy content over its rivals" (Ranney, 1968: 8), and in many conceptions, the consequences and assessments of the policy as well.

There is a second common distinction in policy analysis (golembiewski, 1975). The distinction is between the prescriptive study of policy and the descriptive study of policy. The prescriptive study of policy deals with normative principles and policy recommendations. The descriptive study of policy is value-free and deals with descriptive and /or explanatory accounts.

Prescriptive policy studies focused primarily on the content of policies. Desciptive studies have focused on the policy process.

There are four major types of policy studies (1) Prescriptive/ content (2) Descriptive/ content, (3) Prescriptive/ process, and (4) descriptive/ Process.

Prescriptive studies of policy contents deal with substantive (rather than procedural) policies. Froman states two traditions within this type. The first , and older, tradition may be called "normative" studies of public policy. These studies analyse a public policy in a critical fashion. They will also suggest either reforms in the existing policy or a new type of policy altogether. The second, and newer, tradition has been one of " future analysis". It examines the future consequences of current policies.

The second of four major types of policy analysis is the descriptive study of policy content. In this type, one or more attributes of policy content is examined as a dependent variable. For example, we examine the influence of political system on the content of public policy(dye, 1975).

The third major type of policy analysis is the prescriptive study of policy process. It deals with critical analyses of procedural policies. It suggests either reforms in existing policy procedures or an altogether new type of procedural policy. The normative principles of efficiency and equity are taken into consideration.

The fourth type of policy analysis is the descriptive study of policy process. It examines one or more of the stages of the policy – cycle. The policy cycle would include at least the stages of formulation, decision making, implementation, effects, and feedback. The descriptive studies of policy process deal with either the stage of policy formulation or on the stage of policy effects (e.g) impact assessments, effectiveness evaluations and cost –benefit analyses).

1.3. Social Policy and Economic Policy:

It is not easy to mark off social aspects of development from the economic, political and institutional. Many urgent and pressing social problems arise in fact from the interrelationship which exist between social, economic and political factors.

The qualifying word 'social' is sometimes used in the broader sense of 'societal' because in that case everything becomes ' social'. Raising the national standard of living, to work towards an open, pluralistic society of equal opportunity could be regarded as the substance of societal policy. More often 'social' means 'non-economic' aspects or more particularly the ' human element' in nation building endeavour.

Social policy is designed to specify social objectives and the manner of harnessing the available resources for achieving those objectives. The social objectives are reflected in the constitution of the country.

Social policy covers at least four elements as follows : (i) Social objectives of national development plans; (ii) Social service programmes in successive five year plans; (iii) Concern for the protection and promotion of the interests of the weaker sections of the population; and (iv) peoples' own involvement in the formulation and implementation of policies and plans at various levels. The underlying spirit in social policy is the concern for social justice.

Since social policy is now expected to influence national development plans, it is necessary to know the precise difference between economic policy and social policy. The objectives of economic policy are exclusively designed for raising the national GNP and per capita incomes and diversification of science and technology in order to make the economy modern and prosperous. Models of development plans based on such economic policies have been found to be one-sided and not very successful. They are conceived in purely material terms relying on the input/output equations of material resources. Economic policy can be supplemented by the objectives of bringing about equality of opportunity and narrowing the differences of wealth and income. Such a social policy may also help bring about institutional or systemic change. This is reflected in the definition of development which was one time recorded in the U.N. documents.

The U.N. documents speak of development as growth plus change or economic growth with social change. Economic growth is a necessary but not a sufficient condition for development. The case for reinforcing economic growth with social policy came towards the end of the fifties of 20th century, when the sixtees were declared as the first united Nations development Decade. Hence the international strategy adopted by the U.N. for the second development' decade referred to it as "integrated "development. The integration sought to be achieved was not merely social change with economic growth, but social justice in its protective, promotive and distributive sense. This was reflected in the official documents on five year plans as 'growth with justice'. It went

further to advocate growth for justice. In extreme cases, it has even been referred as ' justice with or without growth'. The emphasis and approach is sufficiently indicative to bring out the difference between economic and social policy.

(a) Different Approaches to Social Policy:

Rein considers that in the absence of establishing any boundary between social policy and other policies, "the field of inquiry (of social policy) will be as broad as human wisdom and social experience it self. " (Martin Rein). The various definitions given to social policy oscillate between social policy not being considered a technical term with an exact meaning (marshall, 1965) and "the domain of social policies include all policies designed to govern intra-societal relationships and the quality of life or level of well – being in a society" (Gil). In this process of oscillation, social policy is viewed to be encompassing economic policy (Gil), as being a part of economic policy (Marshall) or treated as being a part of economic policy (Marshall) or treated as distinct from economic policy (joyce Warham). These views of social policy cannot be brushed aside as trivial as they when accepted and adopted by political leadership in any country go a long way in shaping the concept of welfare.

(b) State and Social Policy:

The most limited meaning of social policy is taken when it is considered as something to do and to be done by government alone. (Briggs). "All acts of social policy involves decisions which are essentially political, (Warham). Social policy need not necessarily be the activities of the government Voluntary agencies and non- Governmental organizations have also equal role to play in determining social policy but also in its implementation and review. Even, "sanctions derived from custom and tradition may be thought of as incorporating the elements of policy" (schorr).

The American approach to social policy has been one of the "minimum intervention by the Government" that too only when individual and community's efforts fail to alleviate problems (schorr). The British approach, on the other hand, had been rooted in the state's right to intervene and, "interfere with individual freedom and economic liberty to promote the welfare of the whole population" (schorr). Both the approaches, though opposed to each other, they have identified social policy with the role of government. Social policy has been (a) regarded as a Government activity and (b) it depends on the political ideology followed by the state. It could be either 'limited' in the American sense or as 'broad' as the British saw it.

There is need to take not only broad view of social policy but also of its relationship with the government and other bodies. Schorr's definition of social policy seems to be appropriate. He defines. Social policy as " those principles and procedures that guide any cause of action related to individual and aggregate relationship in society and are used to intervene in and regulate an otherwise random social system". He advocates maximum intervention but also going beyond the realm of government.

In developing counties, especially those with totalitarian regimes, identification of social policy closely with government may lead to ' elitist' approach to social policy. At least in developing countries social policy should not become the exclusive preserve of the government. In some

developing counties, the governments are made to bend and modify their social policies to accommodate the wishes of people. Success could be achieved in respect of social policies if (a) organised efforts are made by people and (b) when people or their groups start articulating social policies which are likely to achieve the desired social change for them. To some extent feminist movement in India is active in this direction. Much is to be achieved for freeing social policy from the exclusive control of government. The perspectives of the people should be broadened to enable them to initiate social policy rather than merely to react to social policy formulated by government.

1.4. Social Policy and Social Problems:

Before independence, the principal social problems were in the nature of social evils. Some of these problems were attributed to the working of caste institutions. In the recent years, it was realized that the problems, were primarily social in their origin and context. It was also emphasized that each community has obligations towards its weaker and more vulnerable sections. There is acceptance of equal worth for every individual without consideration of accidents of birth or fortune.

Even in the field of social policy, the main reliance has been on the approach of planned development. It was thought that poverty and lack of development were the root causes of most social problems. With more rapid economic growth and more equitable distribution, social problems would become easier to solve. On the political aspects, it was expected that the institutions of democracy and freedom would be capable not only of giving to the people at each level a sense of participation and fulfillment, but also of solving economic and social [problems and taking the country forward towards a classless, progressive and cooperative social order.

Planned economic development would give to most social problems an economic dimension. It would bring about a closer link between the economic and social. It the scheduled castes could not get equal dignity and equal opportunity, the explanation is to be found in the economic factors at work. If the Tribal communities could not be integrated with the main stream of the Indian community, the explanation may lie in the manner and process of economic development. If the growth of towns has led to a variety of new social problems, the reasons are to be sought in the economic factors. The expansion of the economy makes possible solutions to social problems. The pace and method of economic advance may accentuate old social problems and create new ones. There is need to view together the social aspects of economic development and the economic implications of social facts and policies and to seek a correct balance between them.

1.5. Institutions and Economic Progress:

An important link between economic and social development is provided by the institutions. The institutions subserve both needs. These institutions are political in nature. Institutions at the national and state levels and their counterparts i.e municipal institutions for urban areas and panchayats in rural areas have both economic and social responsibilities. Conflicts of social and economic interest, growth of consciousness among various sections of the people, emergence of new leaders for raising new aspirations tend to take political form if they do not receive timely attention.

The ability to solve social problems and pursue long range policies depends upon the rate of economic progress. In each phase of development, a series of limitations have to be overcome. There are limitations of resources, difficulties in accumulating capital. Choice must be made between concentration and dispersal, between quality and quantity and between different technologies, urgent economic tasks tend to take away from planning some of the emphasis on social tasks and problems.

1.6. Social Policy Objectives:

The following are some of the tasks and objectives to be looked at.

1. Expansion of social services and their qualitative improvement in education, health, family planning, nutrition and housing.

2. Welfare and development of the weaker and more vulnerable sections of population.

3. Development of supplementary welfare services in the local area and the local community.

4. Social reform.

5. Provision of social security.

6. Social change, including reduction in disparities of income and wealth, prevention of concentration of economic power and steps to equalize opportunities within the community.

Whatever be the limitations in terms of resources, social problems have accumulated to such an extent, that they cannot be regarded lightly. Therefore, the existing limitation have to be overcome. In the social field, relatively small resources can go a long way. In turn more resources can be generated from within the community and through voluntary effort. Social policies cannot succeed without growth for the economy. The provision of minimum needs is not to be regarded as an attempt to share poverty. With the development which has already occurred, it is now possible at least to eliminate the more serious forms of poverty and unemployment. This is the most important condition for resolving present and future social imbalances and securing uninterrupted economic and social development.

The central purpose of social policy should be to create conditions in which each area, urban or rural, and each group with distinctive and identifiable problems, is able to lift itself, overcome its limitations, and improve its living conditions and economic opportunities, thus becoming part of the larger integrated national community. This has two implications for the development of the basic social services. First, these services have to be developed according to the needs and conditions of each area and community.

The weaker and more vulnerable groups, more specially, the non-integrated groups, represent the most fundamental area of social policy. At the present stage of development, three groups may be identified, namely (a) scheduled castes and other backward classes living mainly in the villages as part of larger communities, (b) tribal communities and (c) industrial, manual and

other workers in the towns who form a kind of urban proletariat living under slum conditions. Each group presents special problems which call both for broader public policy and for specific local action. Moreover, the problems are both economic and social and have to be dealt with together.

The scheduled castes and other Backward classes in the villages are an economically dependent group. They suffer from chronic shortage of employment opportunities. So far an effective social policy for dealing with the problems of this group has not been evolved, but certain elements of such a social policy can be indicated.

1. Bold education programmes, including imparting of skills and support by way of scholarships and special coaching sufficient to ensure that the benefits of reservation of posts and seats accrue in full.

2. Rural works programmes for the slack agricultural seasons so as to assure a minimum family income.

3. To the extent feasible, allotment of land to cooperative groups.

4. A common housing programme in the villages which will progressively integrate the scheduled castes with other sections of the rural community; and

5. Migration to urban and industrial centres accompanied by appropriate welfare and resettlement policies.

Concentrated efforts on these lines in different parts of the country may point the way, but they will also bring out the extraordinarily difficult tasks which remain to be undertaken and the extensive, nation –wide nature of the problem of bringing scheduled castes and other Backward classes in the villages on par with others.

Tribal communities:

Some efforts have been made to bring larger communication, education and other facilities to tribal communities. The main concern is to ensure that the tribal groups are able to obtain a fair share of developmental support and their educational and economic programmes are implemented with vigour. The more difficult task is to carry out the development of predominantly tribal areas with the full support and participation of the tribal communities and their own leaderships and institutions. The problems of each such area need to be investigated carefully and adequate resources and facilities are to be extended.

1.7. Social Policy and Social development:

Directive principles of state policy as embodied in the constitution were cited as the foundation-spring of all national policies, more particularly of the social policy of the country. After the declaration of National Emergency in June, 1975, the Government was to stress social policy much more than was done ever before in order to give greater visibility to what they sought to do for the poor. ' Growth with justice' was set at the beginning of the Fourth Five year plan. The 20-points economic programme was to reinforce that policy in the interest of the weaker section of the population. It should be stressed that economic phenomena are in fact social phenomena, they

are social in nature and are socially conditioned and have social consequences. Development planning limited to economic inter –relationship and neglecting social conditions and social implications, is bound to be misleading. The development process as a complex whole comprises economic elements, but also other social as well as political and administrative elements.

Social Policy has been used to denote three specific areas or aspects, namely:

1. The Social Objectives of state policy, including those of economic growth.

2. The policy with regard to promotion of social services as an integral part of a developing economy, and

3. The policy governing promotion of social welfare services.

There is interrelationship of economic growth with social policy and social development. This was enforced by studies of experiments carried out about the same time in other developing countries. Some of the salient features of these findings could be out lined as follows.

Social development was not a by – product of economic growth. There was no dichotomy between economic growth and social development. Economic growth and social change together came to be regarded as two aspects to the process of development. Social development was not confined only to the programme content of the social service in national development plan. The non-economic policy implications of economic growth were recognized as essential part of the whole strategy of development planning. Most of these non-economic elements of the development policy had a directive on social development. Broadly, they could be categorized under the following major heads:

1. A policy of distributive justice to reinforce the strategy focused exclusively on increased production.

2. A policy of purposeful institutional change to match the modernisaiton of technology.

3. A policy of employment promotion with a priority at least equal to if not higher than that of the growth of GNP.

4. A policy of development of human resources, and

5. A policy of people's participation in developing planning.

1.8. Distributive Justice:

Policy makers were sensitive to people's expectations from the development plans. They knew that it was not enough to be able to show progress in terms of the GNP alone. In order to mobilize whole- hearted cooperation of the people in the implementation of development plans, it was vital to assure them in advance, of a fair share in the benefits of development. This was all the more essential since development planning was launched within a democratic framework in India. The entire wealth and income produced by the development plans should not flow back into

current consumption. An essential part of increased wealth and income should go into investments for further growth, leaving a small balance for immediate improvement in the level of living. If this small balance is not diverted for consumption, there will be no incentive for the general mass of people to work or sacrifice for the distant gains of development.

Institutional Change:

Modern technology adopted to suit local conditions, was it self not enough for the modernization of the economy. Certain institutional changes were recognized as the necessary concomitant of the transfer of technology. The so – called green revolution with a qualitative and quantitative improvement in the agricultural inputs, could bring about a certain increase in the out put. But mere material inputs are not sufficient for sustaining such an increase in production. This could be done only by bringing about side by side a suitable institutional change, for instance, land reforms to match with the green revolution. This is an example of the relevance of social policy to economic growth and its impact on the social aspects of development.

Employment Promotion:

During the eartier periods of plan, it was assumed that with larger investment, employment would automatically be generated. After examination of the ratio between in vestment and employment, it was found that, this employment potential failed to materialize to the extents estimated. The actual extent of employment potential depended on several factors in addition to investments. The backlog of employment and underemployment, the rate of growth of population, the number of entrants into labour market year after year, the rural –urban migration and the choice of technology, altogether have also their impact on employment potential. The co-equal importance of employment with the growth in the GNP has come to be regarded as much a concern of social policy as of sound economic growth. This is yet another area which clearly brings out the indivisible nature of the development process wherein, the social and the economic element must fuse together to produce the desired impact.

Human Resources:

The planners were so preoccupied with the so called productive sectors like agriculture and industry that they paid little attention to the development of social services. They thought that development of social services could follow after generating enough resources in the economy, education, health, housing etc., were given less importance. Economic growth in Agriculture and industry has to be brought about by people unless the people receive right kind of education and maintain proper health, they cannot properly perform productive tasks in Agriculture and industry. Thus it was not a question of ' after growth service', but the other way of developing human resources for increasing the productivity of the people. During the first one or two plans, some of the agricultural or industrial projects were either unimplemented or under implemented for want of manpower with right kind of orientation / training or education. Thus the importance of social services, particularly education and health was realized. It was also referred to in the planning jargon as development of human resources. The priority was given to education particularly vocational, technical training, but the approach still fell short of realizing the correct and complete significance of the human element in development.

People's Participation:

There is one principle which has been recognized in the Indian planning from its inception; it is the importance of people's participation. However this remained rather adhoc and maintained until the beginning of the second plan. As a result of the recommendation of the Balvantrai Mehta committee on development, democratic decentrlisation was introduced. Later, this came to be known as the Panchayati Raj. The panchayat Raj has already been evaluated several times. The evaluation studies revealed the limitations and the potential of people's participation in development planning. In any case this is an aspect in economic growth and gives it the necessary social orientation. The resource based planning is it self being called into question. There is the growing impact of the people on the social policy and of the social policy on the national development.

Social Policy versus Economic Policy:

In order to draw boundaries between the economic and social policies, different positions were taken. Gill, for instance, separates, foreign and religions policies from social policy but considers economic measures as " important means for realizing the objectives of social policy" (Gill). Schorr on the other hand views religious policies also as part of social policy. Boul ding and warham treat social policy as separate from economic policy. Marshall offers subordinate role to social policy. He says, "Social Policy must be conceived as part of general economic policy and not as a separate area of political action".

Subservient status is accorded to social policy by economists and economic considerations in developing and developed countries. Development in most developing counties has contributed to widening the economic disparity than bridging it. Social policy is determined by economic considerations than vive-versa.

In developing countries, in view of the problems of backwardness, social policy should be given an important position vis-à-vis economic policy. But it is easier said than done. Through international aid, developing countries are compelled to follow those developmental policies which accord primacy to economic considerations. Helping the poor countries is not the same as helping the poor in poor counties.

1.9. Social Policy and Social Change:

Almost all developing countries, have one thing in common – stark economic disparity. The resultant effect of this is pathetic dependence of those who are poor on those who are rich. The dependence is exploited which extends beyond economic considerations.

There are different forms of exploitation together giving it an acronym of DEEDA:

D-Deprivation

E-Exploitation

E-Extortion

D-Dependence

A- Atrocities

These are not mutually exclusive. There is exploitation of man by man in one form or other. At macro level this exploitation is perpetuated by the developed countries on developing countries. At the Micro level, within any developing countries, this is reflected through the rich man over the poor, the high caste over the lower caste, the male over the female, the adults over the children, the adults over the old, the able over the disabled.

In many developing countries, both streams of development and welfare are not only flowing independently, but they are also not converging into social change. This is because development is mainly guided by economic policy which is capital-intensive and elitist in character. Social policy has narrow view of welfare in terms of mainly residual. Far from revolutionary, even redistributive policies are either not adopted or if adopted implemented half-heartedly. One cannot hope to achieve an egalitarian system of citizenship in an inegalitarian money economy (Briggs). It seems that social policy has been grafted on to the economic system which is intrinsically hostile to the welfare ethic. (George Wilding, 1976).

In conclusion, it can be said that in order to make social policy effective vis-à-vis social change it should.

1. be not treated as the exclusive preserve of government;

2. Encompass economic policy rather than be its part;

3. Be viewed as unitary whole rather than in segments – health, education, housing;

4. Take developmental, redistributive and even revolutionary any view of welfare rather than holding on to the residuary concept; and above all

5. Make social change itself its end rather than terminating its pursuit at welfare level.

1.10. Summary:

Policy implies adoption of a sagacious course of action. Policy is the settled course of action adopted and followed by government or political party and is a part of planning process. One common distinction in policy analysis is between the study of policy content and the study of policy process.

It is not easy to mark off social aspects of development from the economic, political and institutional. More often ' social means ' non-economic' aspects or more particularly the ' human element' in nation building endeavour. Social policy is designed to specify social objectives and the manner of harnessing the available resources for achieving those objectives. The objectives of economic policy are exclusively designed for raising the national GNP and per capita incomes.

There is need to view together the social aspects of economic development and the economic implications of social facts and policies and to seek a correct balance between them. With the development which has occurred, it is now possible at least to eliminate the more serious

forms of poverty and unemployment. This is the most important condition for resolving present and future social imbalances and securing uninterrupted economic and social development.

Development planning limited to economic interrelationship and neglecting social conditions and social implications, is bound to be misleading. The development process as a complex whole comprises economic elements, but also other social as well as political and administrative elements. There is interrelationship of economic growth with social policy and social development.

Policy makers were sensitive to people's expectations from the development plans. They knew that it was not enough to be able to show progress in terms of GNP alone. In order to mobilize whole – hearted cooperation of the people in the implementation of development plans, it was vital to assure them in advance, of a fair share in the benefits of development.

In developing countries, in view of the problems of back wardness, social policy should he given an important position vis-à-vis economic policy. But it is easier said than done. Through international aid, developing countries are compelled to follow those developmental policies which accord primacy to economic considerations. Helping the poor countries is not the same as helping the poor in poor countries.

1.11. Key Words:

a) Policy

b) Social Policy

c) Economic Policy

1.12. Self Assessment Questions:

1. Define policy. Distinguish between social policy and economic policy.

2. Discuss the relationship between social policy and social development.

1.13. References:

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Lesson- 2

Types of Policies – Constitutional (Political) and Environment Policies

2.0. Objective:

The Objective of the lesson are to explain the constitutional (Political) and environment policies.

Contents:

2.1. Introduction:

Every constitution has a philosophy of its own. For the philosophy underlying our constitution, we must look back into the historic objectives of resolution of Pandit Nehru. The resolution reads thus –

" This constituent Assembly declares its firm and solvemn resolve to proclaim India as an independent sovereign republic and to draw up for her future governance a constitution.

1. Wherein shall be guaranteed and secured to all the people of India, justice, social, economic and political; equality of status, of opportunity, before the law freedom of thought, expression, belief, faith, worship, vocation, association and action, subject to law and public morality; and

2. Adequate safeguards shall be provided for minorities, back ward and tribal areas, and depressed and other backward classes.

3. The ancient land attain its rightful and honoured place in the world and make its full and willing contribution to the promotion of world peace and the welfare of mankind.

2.2. The Preamble:

It will be seen that the ideal embodied in the above resolution is faithfully reflected in the preamble to the constitution, which, as amended in 1976, summarizes the aims and objects of the constitution.

" We, the people of India, having solemnly resolved to constitute India into a sovereign socialist secular democratic republic and to secure to all its citizens.

1. Justice, Social, economic and political

2. Liberty of thought, expression, belief, faith and worship

3. Equality of status and of opportunity, and to promote among them all.

4. Fraternity assuring the dignity of the individual and the unity and integrity of the Nation.

The words – "we the people of India… adopt, enact and give to ourselves this constitution; thus, declare the ultimate sovereignty of the people of India and that the constitution rests on their authority.

Sovereignty means the independent authority of a state. It means that it has the power to legislate on any subject; and is not subject to the control of any other state or external power.

Republic means as the preamble declares, in unequivocal terms that the source of all authority under the constitution is the people of India and that there is no subordination to any external authority. It means a government by the people and for the people.

Promotion of International Peace:

India's pledge to contribute ' to the promotion of world peace' which is reiterated in Article 51 of the constitution.

"The state shall endeavour to-

a) Promote international peace and security

b) Maintain just and honourable relations between nations.

c) Foster respect for international law and treaty obligations in the dealings of organized people with one another; and

d) Encourage settlement of international disputes by arbitration

Democracy:

The Preamble envisages the picture of a 'democratic republic'; it is democratic not only from the political but also from the social stand point; in other words, it envisages not only a democratic form of government but also a democratic society, infused with the spirit of ' justice, liberty, equality and fraternity'.

A Representative Democracy:

Ours is a representative democracy. There are in our constitution no agencies of direct control by the people, such as ' referendum, or ' initiative' the people of India are to exercise their sovereignty through a parliament at the centre and a legislature in each state, which is to be elected on adult franchise and to which the real executive, namely, thte council of ministers, shall be responsible. The constitution holds out equality to all citizens in the matters of choice of their representatives, who are to run governmental machinery.

Political justice:

Political justice means the absence of any arbitrary distinction between man and man in the political sphere. There is universal suffrage and complete equality between the sexes not only before the law but also in the political sphere.

The offering of equal opportunity to men and women, irrespective of their caste and creed, in the matter of public employment also implements this democratic ideal. The treatment of the minority, clearly brings out the philosophy underlying the constitution has not been overlooked by those in power.

A democratic society:

That this democratic republic stands for the good of all the people is embodied in the concept of a 'welfare state', which inspires the directive principles of state policy. The 'economic justice' assured by the preamble can hardly be achieved if the democracy envisaged by the constitution were confined to a 'political democracy'.

The Indian constitution promises not only political but also social democracy, as explained by Dr Ambedkar in his concluding speech in the constituent assembly:

"Political democracy cannot last unless there lies at the base of it social democracy. Social democracy means a way of life which recognizes liberty, equality and fraternity which are not to be treated as separate items in a trinity. They form a union of trinity in the sense that to divorce one from the other is to defeat the very purpose of democracy. Liberty cannot be divorced from equality, equality cannot be divorced from liberty. Nor can liberty and equality be divorced from fraternity".

Economic Justice:

Poverty can be eliminated, not by expropriation of those who have, but by the multiplication of the national wealth and resources and by equitable distribution among all who contribute towards its production. This is the aim of the state envisaged by the directive principles. Economic democracy will be installed in our country to the extent that this goal is reached. Economic justice aims at establishing economic democracy and a 'welfare state'.

The ideal of economic justice is to make equality of status meaningful and life worth living at its best removing inequality of opportunity and of status- social, economic and political.

Social Justice:

Social justice is a fundamental right. Social justice aims at removing social imbalance by law, harmonising the rival claims or the interests of different groups or sections in the society.

2.3. Liberty, equality And Fraternity:

The three have to be secured and protected with social justice and economic empowerment and political justice to all citizens under the rule of law.

Liberty:

Democracy cannot be established unless certain minimal rights which are essential, are assured to every member of the community. The preamble mentions. These essential individual rights as 'freedom of thought, expression, belief, faith and worship' and these are guaranteed against all the authorities of the state by part III of the constitution [vide arts. 19, 25-28], subject, of course, to the implementation of the directive Principles, for the common good (Art. 31.c) and the ' fundamental duties, introduced (Art. 51 A), by the 42nd Amendment, 1976.

' Liberty' should be coupled with social restraint and subordinated to the liberty of the greatest number for common happiness.

Equality:

Guaranteeing of certain rights to each individual would be meaningless unless all inequality is banished from the social structure. Each individual should be assured of equality of status and opportunity for the development of the best in him. This object is secured in the constitution, by making illegal all discriminations by the state between citizen and citizen, simply on the ground of religion, race, caste, sex or place of birth (Art.15); by throwing open ' public places' to all citizens (Art 15 (2); by abolishing untouchability (Art. 17); by abolishing titles of honour (Art.18); by offering equality of opportunity in matters relating to employment under the state(art.16); by guaranteeing equality before the law and equal protection of the laws, as justiciable rights (Art.14)

In addition to the above provisions to ensure civic equality, the constitution seeks to achieve political equality by providing for universal adult franchise (Art. 326) and reiterating that no person shall be either excluded from the general electoral roll or allowed to be included in any general or special electoral roll, only on the ground of his religion, race, caste or sex (Art.325)

There are special provisions in the directive principles (part IV) which enjoin the state to place the two sexes on an equal footing in the economic sphere, by securing to men and women equal right to work and equal pay for equal work (Art.39, cls. (a), (d))

2.4. From a Socialistic Pattern of Society To Socialism:

The goal envisaged by the constitution, is that of a ' welfare state' and the establishment of a ' socialist state'. At the avadi session in 1955, congress explained this objective as establishing a ' socialistic pattern of society' by a resolution.

" To further the objectives stated in the preamble and Directive Principles of state policy of the constitution of India, planning should take place with a view to the establishment of a socialistic pattern of society, where the principal means of production are under social ownership or control, production is progressively speeded up and there is equitable distribution of the national wealth.

42nd Amendment 1976:

That the goal of the Indian polity is socialism was ensured by inserting the word ' socialist'

in the preamble, by the constitution(42nd amendment) Act, 1976. It has been inserted " to spell out expressly the high ideals of socialism". The ' Socialism' envisaged by the Indian constitution is not the usual scheme of state socialism which involves ' nationalisation' of all means of production, and the abolition of private property.

The supreme court has observed, that its principal aim is to eliminate inequality of income and status and standards of life. The Indian constitution, does not seek to abolish private property altogether, but it seeks to put it under restraints. It envisages ' mixed economy' but aims at offering ' equal opportunity' to all. From 1992 onwards, the trend is now away from socialism to privatisation.

Need for Unity And Integrity Of the Nation:

The ideal of unity has been buttressed by adding the words ' and integrity' of the Nation in the preamble, by the constitution (42nd amendment) Act 1976. But unity and integrity cannot be ensured without infusing a spirit of brotherhood amongst the heterogeneous population, belonging to different races, religions and cultures.

The ' fraternity' cherished by the constitution will be achieved only by abolishing untouchability, all communal or sectional or even local or provincial anti-socail feelings which stand in the way of the unity of India.

Fraternity:

Democracy would be hollow if it fails to generate this spirit of brother hood amongst all sections of the people- a feeling that they are all children of the same soil, the same motherland. It becomes all the more essential in a country like India, composed of so many races, religions, languages and cultures.

-Article I of the Declaration of , Human Rights (1948), adopted by the united Nations, says. "All human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood".

It is the spirit of brotherhood that the preamble of our constitution reflects.

A Secular State, Guaranteeing Freedom of Religion To all:

The State protects all religions equally and does not itself uphold any religion as the state religion. The secular objective of the state has been specifically expressed by inserting the word' secular' in the preamble by the constitution (42nd amendment) Act, 1976. secularism is a part of the basic structure of the constitution. The liberty of ' belief, faith and worship' promised in the preamble is implemented by incorporating the fundamental rights of all citizens relating to 'freedom of religion' in Art. 25-29, which guarantee to each individual freedom to profess, practice and propagate religion, assure strict impartiality on the part of the state and its institutions towards all religions.

Dignity of the Individual:

The preamble, says that the state, in India, will assure the dignity of the individual. The constitution seeks to achieve this object by guaranteeing equal fundamental rights to each individual, so that he can enforce his minimal rights, if invaded by anybody, in a court of law. These justiciable rights may not be enough to maintain the dignity of an individual , if he is not free from

wants and misery. Hence a number of directives have been included in part IV of the constitution, exhorting the state to shape its social and economic policies.

"All citizens, men and women equally, have the right to an adequate means of livelihood (Art.39 (a)), "just and humane conditions of work", (Art.42), and " a decent standard of life and full enjoyment of leisure and social and cultural opportunities (Art.43). Our supreme court has come to hold that the right to dignity is a fundamental right.

Fundamental Duties:

The philosophy contained in the preamble, has been further highlighted by emphasizing that each individual shall not only have the fundamental rights in part III of the constitution to ensurehis liberty of expression, faith and worship, equality of opportunity and the like, but also a corresponding fundamental duty, such as to uphold the sovereignty unity and integrity of the nation, to maintain secularism and the common brotherhood amongst all the people of India. This has been done by inserting Art. 51A, laying down ten ' fundamental Duties; by the constitution (42nd Amendment) Act, 1976.

It shall be the duty of every citizen of India –

(1) To abide by the constitution and respect the National Flag and the National Anthem.,

(2) To cherish and follow the noble ideals which inspired our National struggle for freedom.

(3) To protect the sovereignty, unity and integrity of India.

(4) To defend the country

(5) To promote the spirit of common brotherhood amongst all the people of India;

(6) To preserve the rich heritage of our composite culture;

(7) To Protect and improve the natural environment;

(8) To develop the scientific temper and spirit of inquiry;

(9) To safeguard public property

(10) To strive towards excellence in all spheres of individual and collective activity.

Part II

Environment Policy

The human environment endows every individual with a conducive atmosphere for life and growth. Most of our problems have roots in the destruction of environment. This destruction is the result of development pattern. In the name of development projects, the government is allowing clearance of forests and massacre of wild life. We have to resist this destruction in the guise of development.

Law alone cannot help in restoring the ecological degradation. What is required is general awakening of the people. The social consciousness of the common man is to be aroused. Once the citizenry is well informed, its spirit will not tolerate the sight of any ecological injustice.

Baba Amte , Medha Patkar and Sunderlal Bahuguna have shown us the way. Voluntary organizations spread the message of environment protection.

The word ecology comes from the greek word ' OIKOS' meaning house or habitat. Ecology is the study of living organisms to their environment

If the objective of development was to improve' the quality of life; then development and environment protection cannot be mutually exclusive.

Two aspects in ecology are of grave concern to planners.

1. Both renewable and non-renewable resources are being exploited.

2. Pollution is contaminating the air, the food and water.

2.6. Environment Policy:

Constitutional and Legal Provisions:

Article 48. A: Protection and improvement of Environment and safeguarding of forests and wild life:

The state shall endeavour to protect and improve the environment and to safeguard the forests and wild life of the country.

The Environment (Protection) Act, 1986. :

The act is to provide for protection and improvement of environment. The decisions were taken at the united nations conference on the human environment held at Stockholm in June, 1972, in which India participate, to take appropriate steps for the protection and improvement of human environment. It is considered necessary to implement the decisions aforesaid in so far as they relate to the protection and improvement of environment and the prevention of hazards to human beings, other living creatures, plants and property.

a) ' Environment' includes water, air and land and the interrelationship which exists among and between water, air and land and human beings, other living creatures, plants, Micro-organisms and property;

b)   ' Environmental pollutant' means any solid, liquid, or gaseous substance present in such concentration as may be, or tend to be, injurious to environment;

c)   "Environment Pollution" Means the presence in the environment of any environment pollutant;

d)   '' handling" in relation to any substance, means the manufacture, processing, treatment, package, storage, transportation, use, collection, destruction, conversion, offering for sale, transfer or the like of such substance;

e)   " Hazardous substance" means any substance or preparation which, by reason of its chemical or Physico-chemical properties or handling, is liable to cause harm to human beings, other living creatures, plants, micro-organism, property or the environment;

Section 3. Power of central Government to take measures to protect and improve environment:

1. Subject to the provisions of the Act, the central government shall have the power to take all such measures as it deems necessary or expedient for the purpose of protecting and improving the quality of the environment and preventing, controlling and abating environmental pollution.

2. Such measures may include measures with respect to all or any of the following matters, namely;-

(i)   Planning and execution of a nation – wide programme for the prevention, control and abatement of environment pollution.

(ii)   Laying down standards for the quality of environment in its various aspects.

(iii)   Laying down standards for emission or discharge of environmental pollutants from various sources

(iv)   Restriction of the areas in which any industries, operations or processes or class of industries, operations or processes shall not be carried out or shall be carried out subject to certain safeguards.

(v)   Laying down procedures and safeguards for the prevention of accidents which may cause environmental   pollution and remedial measures for such accidents.

(vi)   Laying down procedures and safeguards for the handling of hazardous substances;

(vii)   Examination of such manufacturing process, material and substances as are likely to cause environmental pollution.

(viii) Carrying out and sponsoring investigations and research relating to problems of environmental pollution,

(ix)   Collection and dissemination of information in respect of matters relating environmental pollution.

2.7. Prevention of the Environmental Pollution:

India entered the area of environmental protection in the 1970s itself. It has taken measures in the direction of stopping or reducing environmental pollution. Some of the legislative measures taken by the government are   mentioned here.

1. In 1974, the water (Prevention and control of pollution) by the central government in order to prevent water pollution.

2. The air (Prevention and control of pollution) Act was passed in 1981 with the intention of controlling air pollution.

3. The central pollution control Board (CPCB) was formed at the national level, the board evolved guidelines to reduce pollution by introducing minimum national effluent standards (MINAS) in respect of selected industries.

4. The central government established the department of environment to coordinate various schemes and programmes for prevention of environmental pollution.

Major Legislative measures undertaken since 1972:

1927- The Indian Forest Act

1972 – The wild life (Protection) Act

1974- The water (Prevention and control of pollution) Act.

1980- The Forests (Conservation) Act.

1981- The Air (Prevention and Control of Pollution) Act.

1986 –The Environment (Protection) Act.

1991- The Public liability insurance Act

1995- The National Environmental Tribunal Act

1997- The National Environment Appellate Authority Act policies.

1988- National forest Policy

1992- National conservation strategy and policy statement on environmental development.

1992- Policy statement on abatement of Pollution.

Pollution – Causes:

1. Discharge of human wastes

2. Disposal of household wastes

3. Discharge of industrial wastes

4. Emission of toxic gases by industries and transport.

5. Discharge of Pooja ashes, flowers, incense, deities and remains of dead bodies into rivers by Hindu devotees.

Global Warming: as caused by:

1. Over Population

2. Over Urbanisation, leading to deforestation

3. Over utilization of forests

4. Emission of toxic gases such as refrigerants.

2.8. Some measures that can improve environment are:

1. Afforestation

2. Treatment of sewage before discharging them into rivers, canals, ponds or the sea.

3. cleansing of rivers, ponds and canals.

4. Treatment of effluent wastes from industries before discharging them into drains or releasing them into atmosphere.

5. Recycling of household wastes

6. Control over voraciously rising population

7. We can go in for bio-museums and environmental parks to educate our people to reduce pollution and keep environment clean.

8. Improve tourism as tourism and environment are complementary. Tourism will generally include

   a) Overall Cleanlines of cities, towns and villages.

   b) Beautification of whole nation.

   c) Restoration and cleaning of old monuments, culture and art works;

   d) Reforestation and restoration of hill areas.

   e) Developing new sights and landscapes

   f) Developing coastlines.

Afforestation:

Forests are the largest source providing ecological balance and a safe environment. Growing of forests is therefore a crucial discipline that each country must practice to ensure a future safe from pollution and depletion of Ozone layer.

Jungles help retain the rain water, replenish it and recycle it. We must therefore, make the forest covers dense and increase their area

Stopping degeneration of forests:

We are not able to relation our forest because of their gradual degeneration as a consequence of ;

1. Over urbanization (land acquisition)

2. Making and widening of roads, railway tracks

3. Excessive removal of wood and felling of trees.

4. Excessive grazing by livestock

5. Unscientific cultivation / Reforestation

6. Making dams.

Controlling Pollution:

Our country is famous for its large open air latrines in the world where crores of people ease themselves, every day. It is highly uncivilized , uncultured a crude way of disposing human waste through our trains in a civilized society. It is not the practice in our country to provide utilities and facilities at public place. We are free to throw our excrete and garbage wherever we find it easy. Most of our wonderful beaches are not developed industrial areas are breeding mosquitoes with open drainage system flowing nearby. In many industrial areas, there are open air latrines and people ease themselves on the road side even in front of these factories. We have almost negligible sewage and other wastes treatment systems in the whole country. But in our plans we have provisions to address all this on permanent basis and for all times to come.

Global Warning:

Warning up of atmosphere is an alarming phenomenon for the mankind. The following are the causes for warning up atmosphere.

1. Deforestation, paddy cultivation, animal dung.

2. Biomass burning

3. Industrial gases used for fire fighting, refrigeration and air conditioning.

These gases absorb the heat of solar rays, which results in warning up atmosphere, droughts and severe storms. The global warning also depletes the protective ozone layer in the atmosphere above the earth's surface, allowing the harsh ultraviolet rays of sun penetrate the earth's surface. Global warning may not stop, unless we substantially reduce the world's population, stop deforestation and discharging of human wastes into rivers or ponds without treatment, control smoke belching industries, petrol and diesel run vehicles etc. in our plans we will endeavour our utmost to control the causes effecting global warning as much as possible.

Improving Environment:

1. Treating Human waste:

Human waste is a natural phenomenon for all living beings, man or animal. Developing countries are not able to handle this recurring waste in totality. Mountains of garbage and seas of

sewage are common sights in most of our towns and cities. The untreated waste is discharged into a river or sea. It is the foremost cause of pollution to rivers, ponds, canals or seas.

The sewage can be treated through sewage treatment plants which after treatment can provide irrigable water and save our rivers, ponds and seas, from filth and pollution, besides providing manure and biogas. This is known as recycling of waste (sewage). Manure is useful for kitchen gardens, nurseries and citys green belts. The biogas can be used for cooking. To install sewage disposal and treatment plants may appear to be costly proposition initially but is a must for our own good.

2. Disposal of Household wastes:

It would be good to make common garbage dumps colonywise where the domestic servants may drop their garbage. Or the garbage be bagged and kept at the doorstep form where the cycle or rikshaw boys can pick it up and drop it in the dump yards. The dumpyards will be emptied every day by the local authorities. The garbage shall be sorted out according to its use. What is not usable shall be burnt or used for land filling and the rest shifted to the right place for further processing, generating electricity, making biogas, compost or manure. All this may be a good system for recycling household wastes- to use the most and burn the least.

3. Disposal of Bio-Medical Wastes:

This too is an important source of pollution and misuse of used syringes, cotton, medicines, instruments and other items by unscrupulous people. Many NGOs are also working on it. Incinerators shall be provided at suitable locations for destroying the medical wastes and disposing the remaining. Training will be imparted to the concerned staff to ensure that this waste is properly disposed of.

4. Discharge of industrial wastes:

We can make use of our industrial wastes like fly ash from thermal power stations, slag from aluminium extraction plants or steel smelters. These wastes can make good substitute for cement and other construction materials. We must treat the effluents of all industries to make it easy and economical for all even industries away from habitation or cities should not be permitted to discharge their effluents in air or ground. They will have green house effect, contribute to global warning and pollute the subsoil, water. All effluents and pollutants must compulsorily be treated right at the source within cities or away from cities.

5. Controlling Emission of Toxic gases:

Lot of efforts are being made to control cities' vehicular pollution. The new vehicles are now attached with euro system in the carburetor that neutratises N2, Co and Co2 before exhausting it into the atmosphere. Use of unleaded petrol in passenger cars and use of environment friendly engines in diesel generators conforming to Us/Euro norms are already good moves.

6. Stopping immersion of Deities, Pooja Ashes, Dead Bodies and their remains in Rivers and seas:

We would prefer to shift the cremation grounds away from the river banks to let our sacred rivers flow clean and remain holy. It will call for educating our masses. Those who inhabit

near the river Banks will be dissuaded from throwing their garbage into the river or washing their clothes and utensils in it.

We must stop immersion of deities, Pooja ashes, dead bodies and their remains in rivers and seas.

7. Afforestation:

Scientific afforestation can bring people together, infuse in them fresh ray of hope, provide them with means of living and prosperity and create new employment opportunities. We can develop and beautify hill areas. From the available land, land can be earmarked for afforestation and developed up to at least 26% from the present 21.76%. 50 years ago China allotted trees and small areas to local people on ownership basis. We can also think on similar lines. Even barren lands / hills can be contracted to them for developing afforestation.

8. Optimising Land use:

It is absolutely essential to save the precious land of what little remains. For this its optimum utilization is a must. We should not allow construction of single – storied horizontally sprawling housing colonies. We are also against individual houses. A flat system in a multi-storey building must be acceptable to all rich or poor. We can take a lesson from Mumbai that has made a better use of its land than other cities.

9. Stopping stray cattle:

Leaving more open land means optimum utilization of land. Our cattle will not be allowed to stray on road or in colonies, left by their poor owners to feed by themselves. They are a nuisance on the roads and a source of additional pollution and filth. Their roaming loose on roads is highly un becoming.

10. Stopping stray vehicles:

People buy buses and trucks and leave them anywhere in the city wherever they find some space. This too is a nuisance and causes traffic hazards. To provide parking space for them is essential and this cannot be made possible without a meticulous planning.

11. Zoological gardens (Zoo's):

Most of our zoos greet us with a barren and pathetic look. They are living legends of human apathy and utter callousness. Their places of habitation are stinking hell with no alternative, these speechless creatures are destined to spend lives as such. The situation becoming worse when it is a herd of animals in one enclosure such as enclosures of deer, Zebras, cows and the like, where the poor creatures are forced to live, eat and breathe in their own urine, excreta and filth. The situation becomes pathetic during the rainy season. This is cruelty to animals. Most of them starving and dying a slow torturous dealth. It is an endless story, to narrate the state of our state owned zoos and their cruelty to animals.

2.9. Summary:

Every constitution has a philosophy of its own. It is guaranteed in the constitution to secure to all the people of India, justice, social, economic and political. We give to ourselves this

constitution to declare the ultimate sovereignty of the people of India. Republic means as the pre-amble declares, that the source of all authority under the constitution is the people of India.

India a pledge to contribute 'to the promotion of world peace' which is reiterated in article. 51 of the constitution. The preamble envisages that it is democratic not only from the political but also from the social stand point. It envisages not only a democratic form of government, but also a democratic society, infused with the spirit of

"justice" liberty, equality and fraternity.

Ours is a representative democracy. There are in our constitution no agencies of direct control by the people, such as 'referendum', or 'initiative'. The people of India are to exercise their sovereignty through a parliament at the centre and a legislature in each state.

Political justice means the absence of any arbitrary distinction between man and man in the political sphere. There is universal suffrage and complete equality between the sexes not only before the law but also in the political spere.

The Indian constitution promises not only political but also social democracy as explained by Dr. Ambedkar. Social democracy means a way of life which recognizes liberty, equality and fraternity.

Economic justice aims at establishing economic democracy and a 'welfare state'. The ideal of economic justice is to make equality of status meaningful and life worth living at its best.

The preamble mentions essential individual rights as ' freedom of thought, expression, belief, faith and worship'. Guaranteeing of certain rights to each individual would be meaningless unless all inequality is banished from the social structure.

The goal envisaged by the constitution, is that of a ' welfare state' and the establishment of a ' socialist state'. The preamble also emphasized not only fundamental rights but also fundamental duties.

The human environment endows every individual with a conducive atmosphere for life and growth. Most of our problems have roots in the destruction of environment.

Article 48A provides for protection and improvement of environment and safeguarding of forests and wild life. The environment (Protection) Act, 1986 provides for protection and improvement of environment.

'Environment' includes water air and land and the interrelationship between environment and human beings. India entered the area of environmental protection in the 1970s itself.

The causes of pollution include (1) disposal of human wastes (2) Disposal of household wastes; (3) Discharge of industrial wastes; (4) emission of toxic gases by industries and transport; (5) Discharge of pooja ashes, flowers, incense, deities and remains of dead bodies into rivers by Hindu devotees.

Global warming is caused by (1) over populations; (2) Over urbanization;

(3) Over Utilisation of Forests; (4) Emission of toxic gases such as refrigerants.

Some measures that can improve environment are: (1) Afforestation; (2) Stopping degeneration of forests; (3) controlling pollution; (4) Reducing Global Warning; (5) Treating human wastes; (6) Disposal of Household wastes; (7) Disposal of Bio-Medical wastes; (8) Discharge of industrial wastes; (9) controlling emission of toxic gases; (10) Afforestation; (11) Optiomising land use; (12) Stopping stray cattle, (13) Stopping stray vehicles etc.

2.10. Key Words:

a) Preamble

b) Environment

c) Pollution

2.11. Self Assessment Questions

1. Discuss the major features of Constitutional (Political) Policy as embodied in the in the preamble to the constitution.

2. Narrate the various measures for improving the environment,

2.12. Reference Books:

1. Agarwal, K.C. (2003) : Shaping India of our Dreams, Knowledge Books INC-, New Delhi

2. Shankar Rao, C.N (2006) : Sociology of Indian Society, S. Chand & Company Ltd Ramnagar, New Delhi.

Prof. M. Lakshmipathi Raju

Lesson-3

SOCIAL POLICY- CONCEPT, NEED - CONSTITUTIONAL BASIS

3.0. Objective:

The objective of this lesson are to explain the concept, need and constitutional basis of social policy.

Contents:

3.1. Introduction:

Over the last few decades, social work has enlarged its scope of practice. Developmental administration became an important issue. The scope of social work profession in the field of development, both at the direct service level and at the level of policy making, planning and administration became relevant.

In the context of the changes taking place in India, social policy spells out the objectives and the values of the new social order that we are purposefully pursuing. These changes have set in motion a dynamic social process. Some of the old structural inequalities are excerbated, by this process, while new forms of inequalities are brought into existence. There are those who can organise themselves to resist the exploitative forces by utilizing the opportunities of developmental effort, and there are those who cannot. Thus change affects different sections differently. There is a new competitive conflict oriented atmosphere in which groups are constantly interacting with each other. In this process of their interaction, values, objectives and content of social policy is constantly being redefined and spelled out from time to time. It is necessary to establish appropriate mechanisms so that this interaction takes place fairly and democratically.

Policies of protective discrimination, equality of educational /job opportunities, poverty alleviation programmes are some of the operational aspects of this mechanism.

Sudden broadening of the scope of social work into social welfare has thrown up many problems. New thrust given to development and anti-poverty programmes have brought the major organizational deficiencies to the fore. Governmental organizations have not been able to reach the benefits of development justly and equitably because of bureaucratic approach, corruption and sheer incompetence in some instances. On the other hand, non-governmental organizations are not large enough to undertake programmes of mass-coverage.

3.2. Definition:

Rein considers that in the absence of establishing any boundary between social policy and other policies, " the field of inquiry (of social policy) will be as broad as human wisdom and social experience itself" (Martin Rein)

The various definitions given to social policy oscilate between social policy not being considered a technical term with an exact meaning (Marshall, 1965) and " the domain of social policies include all policies designed to govern intra-societal relationships and the quality of life or level of well-being in a society". (Gil). In this process of oscilation, social policy is viewed to be encompassing economic policy (gil), as being a part of economic policy (Marshall) or treated as distinct from economic policy (Joyee Warham). These views of social policy cannot be brushed aside as trivial as they when accepted and adopted by political leadership in any country go a long way in shaping the concept of welfare.

There is no unanimity on the definition of the term social policy. More over, the concept of social policy is of recent origin, particularly in India, it is in its very formative period.

The " concise oxford dictionary " defines social policy as " a settled course of action adopted by a Government or political party etc, relating to the social aspects of life, as compared for example to agriculture policy, economic policy or defence policy".

R.M Titmus defines social policy as " a proper function or even an obligation of government to ward off distress and strain among not only the poor but almost all classes of society".

Hogar Buch has stressed, " the desire to ensure to every member of the community certain minimum standards and certain opportunities".

Social policy has broader and narrower view points. From narrow view points, it is confined to social welfare of certain handicapped, vulnerable and other weaker sections of the society. In broader sense, it stands for the protection and promotion of welfare of every member of the society. Social policy includes both long term objectives to be achieved in future and also the policy implemented already. It serves as a guide for practical action. It involves short and long term objectives.

1) Social policy means legislation for social welfare.

2) Social policy broadly implies the right ordering of good work of human relationships.

3) Social policy is the strategy of action indicating the means and methods to be followed in successive phases to achieve the declared social objectives

4) Social policy is the link between the constitution and the five-year-plans

5) Further it is the policy which can ensure that the short term goals, which the programmes are intended to adhere are in line with the long term objectives laid down in the constitution.

A word of explanation is also necessary for the purpose of precise coverage of the word 'social'. One has to distinguish social policy from policies in other spheres such as economic, including agricultural, industrial or political policies.

The term social policy has been used to denote three specific areas.

1. Social objectives of state policy.

2. The policy with regard to the social services as a sector in developing economy.

3. Policy governing the promotion of social welfare services as part of development plans.

However, in the area of social objectives, there are concepts like that of the 'welfare state' and the " socialistic pattern of society".

3.3. Objectives of Social policy:

1. Expansion of social services and their qualitative improvement, for instance, in education, health, nutrition and housing.

2. Welfare and development of the weaker sections and more vulnerable sections of the population and more specially of non-integrated groups such as scheduled castes and scheduled tribes.

3. Development of supplementary welfare services at the level of the local area and the local community.

4. Social reform, supervision and security, social change including reduction in disparities of income and wealth, prevention of the concentration of wealth or economic power and steps to equalize opportunities within the community.

5. Social policy aims at bringing about social change.

6. To help in proper redistribution of social resources.

7. To improve the quality of life of people and protect the weaker sections of the society

8. To eradicate poverty and generate employment opportunities.

9. To develop human resources.

10. To provide people's participation in the development process.

11. To minimize human suffering and maximize human welfare.

3.4. Elements of social policy:

1. Educational programmes for backward classes, support by way of scholarships and special coaching, reservation of posts.

2. Rural works programmes to supplement family income, labour cooperatives.

3. Allotment of land to cooperative groups.

4. Common housing programme in the village which progressively integrate the scheduled castes with other sections of the rural community.

5. Migration to urban and industrial centres, accompanied by appropriate welfare and re-settlement policies. Social planning and social policy should aim above all at providing a favourable environment for continuing action at the community and area level.

3.5. Social policy as investment in man:

According to gunnar Myrdal, the poor countries are laying too little emphasis on productive investments in human beings. The investments in man have long run benefits. They are not different from the investments in capital projects like dams and power plants (Myrdal :1969).

Gunnar myrdal characterized some of the countries including India as "soft states". These countries were lacking political will to implement the development plans with vigor and determination. In view of the complex socio-economic problems that the developing countries are facing the policy makers and planners, will have to be always visilant. They should not regard intentions as achievement, tokenism for complete elimination of problems or mere beginnings as accomplished facts (kulkarni;1979).

3.6. 'Contents' view versus ' process' view:

According to Titmuss, under the pluralistic view of social policy, each sector of welfare i.e., health, education, housing, the aged, handicapped, children need a separate social policy. It is called 'contents' view of social policy as opposed to its ' process' view. The process view aims at one single social policy binding all into a unitary whole. The various policies guiding different sectors are sub-systems of one social policy. Developing countries continue to rely more on ' contents' view. Even the developed countries have policies governing different sectors of welfare i.e education, health, social welfare. In the absence of integrated social policy, it is difficult to know the impact of social policy on social change. Social change is not merely the sum total of the achievements on different welfare fronts. It is the result of multiple interactions taking place between different types of achievements (Pandey: 1985)

3.7. American Approach versus British Approach:

Social policy is something to do by the government alone (Briggs). It is closely identified with government because, it is evolved in the British and American settings. The American approach to social policy involves " minimum intervention by government and that too when individual and community's efforts fail to alleviate problems". (schorr). The British approach had been rooted in the state's right to intervene and " interfere with individual freedom and economic liberty to promote the welfare of the whole population". (schorr).

Though both the approaches are opposed to one another, they have identified social policy with the role of government. Social policy has been regarded as government activity. Depending upon the political ideology, it could be either ' limited' in the American sense or ' broad' as the British view it.

3.8. Government's Social Policy:

As part of the objective of growth with social justice, Government has made various policies to curb the evil of inequalities. These policies may be grouped under two broad groups, namely, those which are intended to level down the incomes of the few at the top, and those which raise the income of the large many at the bottom.

1) Levelling Down:

For leveling down the incomes, the following aspects are noteworthy. One is the structure of taxation, which has some progressive tax rates at higher incomes and large taxes on luxury items etc. two, there are policies to reduce the concentration of wealth in a few hands. In rural areas, it has taken the form of ceiling on land which an individual can hold. Three, there is the existence of the public sector. Public ownership of some industries and financial institutions have helped in restricting the field of ownership by few in these fields.

2) Levelling up:

There are policies to raise the economic conditions of the have nots. One, there are various schemes pertaining to the transfer of resources/assets/ incomes to the poor. These are for example distribution of surplus land under the policy of ceiling on land ; grant of house sites to the poor; subsidies for some items of consumption; subsidies inputs for production such as credit, fertilizers to weaker sections of population. Two, there are special programmes of employment for weaker sections. Three, there is the policy promoting very small industries and cottage industries to poor workers and raising their incomes. Four, there is the general policy of extending public utility services for meeting the needs of low income groups. These include extension of facilities for health, education, drinking water etc., five, the policy of reducing the fast growing population among the poor is also helpful to raise the income-status of the poor.

3.9. Need of social policy:

The world social situation has undergone profound changes since the declaration on social progress and development in 1969 by the U.N.O. The severe economic recession of 1980's has resulted in serious imbalances in several countries. In many developing countries, mass poverty, unemployment and underemployment, illiteracy, limited opportunities, sharp contrasts in living standards and the absence of services, especially health and education, remain the dominant features of the social situation. (U.N.O: 1988).

Need for Redirection of Policies:

It is felt by the social scientists that social welfare policies are in need of redirection. The persistent economic crisis, lack of financial resources, emerging population patterns, economic structures, changing technology and popular aspirations call for adjustments in policies and priorities. There are major differences in coverage and scope of social security and social welfare programmes in different regions of the world, but all countries share a common concern to refine and reorient programmes in line with emerging social needs.

The need of social policy can be illustrated on the following grounds:

i)	Social policy can discharge the social services successfully.
ii)	Social objectives can be achieved through social policy
iii)	Evaluation and assessment of social services can be conducted on the basis of social policy.
iv)	It prevents problems and mismanagement among the administrators.
v)	Long-term and short-term objectives are set-up by social policy.
vi)	Social policy takes into consideration the social situation prevailing in the country.
vii)	A balanced socio-economic development is possible through formulating social policy.
viii)	Social planning for development can be done on the basis of social policy.

3.10. Constitutional Basis:

All our national policies are already laid down in the constitution. However, what is laid in the constitution, is a set of directive principles of state policy. Social policy is the link between the constitution and five year plans. The programmes of social policy must be in line with the long term objectives laid down in the constitution. There are concepts like that of welfare state and socialist pattern of society. These are related to our constitutional provisions. The starting point of social policy in India is our constitution. Our constitution states our fundamental rights and directive principles of state policy. The Indian constitution has given a constructive lead to the Government in shaping its socio-economic policies. The fundamental rights are guaranteed in the constitution. These fundamental rights have shaped our social policy.

The Directive Principles of state policy:

The Directive Principles provide the yardstick by which we can measure the adequacy of social policy that we have after the commencement of the Indian constitution the directive principles are only recommendations. The directive principles of state policy constitute the social and economic rights of the people of India. They are contained in articles 36 to 51 of the constitution. It shall be the duty of the state to apply these principles in making laws. Articles referring to these principles are:

Article 38:

It states that the state shall strive to promote the welfare of the people by securing and protecting as effectively as it may a social order in which justice- social, economic and political shall prevail in all the institutions of the national life.

The state shall, in particular strive to minimize the inequalities in income, status, facilities and opportunities, not only amongst individuals but also among groups of people residing in different areas or engaged in different vocations.

Article39:

The state shall, in particular, direct its policy to wards

a) securing that the citizens , men and women equally have the right to an adequate means to livelihood. (b) securing that the ownership and control of the material resources of the community are so distributed as best to serve the common good. (c) that the operation of the economic system does not result in the concentration of wealth and means of production which is detrimental to the country. (d) that there is equal pay for equal work for both men and women (e) the health and strength of workers are not abused and that citizens are not forced by economic necessity to enter avocations unsuited to their age and strength. (f) that childhood and youth are protected against exploitation and against moral and material abandonment.

Article 39 A:

The state shall ensure that the operation of the legal system promotes justice on a basis of equal opportunity and shall provide free legal aid, by suitable legislation, and schemes, to ensure that opportunities for securing justice are not denied to any citizen by reason of economic or other disabilities. This article was incorporated according to the 42 constitutional amendment made in 1976.

Article 40:

The state shall form the Panchayat Raj institutions at district, Mandal and Village levels.

Article 41:

The state shall make effective provision for securing the right to work, right to education and right to public assistance in case of unemployment, old age, sickness and disablements etc.,

Article 42:

The state shall make provision for securing justice and humane conditions of work and for maternity relief.

Article 43:

The state shall endeavour to secure by suitable legislation or economic organisation, or in any other way to all workers, agricultural, industrial or other wise, work, living wage, conditions of work ensuring a descent standard of life and full enjoyment of leisure and social and cultural opportunities.

Article 44:

The state shall endeavour to form a common civil code.

Article 45:

The state shall endeavour to provide free and compulsory education for all children until they complete the age of 14 years.

Article 46:

The state shall promote with special care the education and economic interests of the weaker sections of the people in particular of scheduled castes and scheduled tribes and protect them from social injustice and all forms of exploitation.

Article 47:

Promotion of duty of the state to raise the level of nutrition and the standard of living and to improve public health.

The state shall regard the raising of the level of nutrition and the standard of living of its people as its duty. The state shall endeavour to bring about prohibition of the consumption of intoxicating drinks and of drugs which are injurious to health.

Article 48: Organisation of Agriculture and animal husbandry

The state shall attempt to improve the agriculture and livestock through scientific methods. The state shall endeavour to prohibit the cow slaughter.

Article 48 A: Protection and improvement of environment and safeguarding of forests and wild life.

The state shall endeavour to protect and improve the environment and to safeguard the forests and wild life of the country.

The directive principles are aimed at securing social and economic freedom by appropriate state action. The directive principles cannot be enforced in the court of law. But it does not mean that the directive principles are less important.

3.11. Social Legislation:

The Government has enacted various legislative measures during seventies and eighties to combat social evils and to protect weaker sections of society against social injustice as these are felt to be indispensable to supplement the programmes being implemented for their welfare. These laws generally pertain to vulnerable sections of the society such as children, women, scheduled castes, scheduled tribes and labour.

Social policy means legislation for social welfare. Social legislation will speak out policy. There are acts and programmes which emanate from the broad policies. After commencement of the constitution, various pieces of social legislation have been enacted. For instance, the untouchability offences act, the dowry prohibition act, the Hindu succession act, will spell out our policy with regard to scheduled castes, prohibition of the evil of dowry, giving equal rights to women in the succession to the property.

State intervention is required to safeguard mutual rights and duties. While legislation to protect social groups from one another is not recent, a systematic and conscious effort to protect the rights and privileges of powerless groups is a fairly recent phenomenon and can be linked to the development of democracy, and to the concept of welfare state. The 'social legislation', especially in a democracy, should be a living force, an adjustable instrument, satisfying the requirements of an ever changing society .

Traditionally, law lags behind social opinion and the function of social legislation is continually to adjust the legal system to a society which is constantly outgrowing that system. Legislation calculated to bridge the gulf between the existing laws and the current needs of society, may be called social legislation.

Social legislation attempts to achieve two objectives. Firstly, it seeks to establish order and provides justice as well as security; secondly, it anticipates social needs and provides for changes in the social order.

Social legislation includes: laws affecting social institutions, such as marriage, inheritance and adoption; laws protecting the interests of children, handicapped persons and minorities or powerless groups; laws dealing with the reform of certain social evils like vagrancy, delinquency, begging, prostitution, untouchability; and laws governing social security measures.

Law-An instrument of social change:

The social structure is subject to incessant change, growth and decay, and consequently, there is need for new adjustments and accommodations to varied conditions and vast modifications in the course of time.

Changes in human society are determined by various factors: physical and psychological, material and spiritual. These depend upon what human beings do willingly or unwillingly in response to social needs and requirements that emerge in the course of time. The desired change can be brought about by reforming the mores and institutions by introducing law as the agent of change in a planned manner. In modern times legislation is capable of performing its functions more forcefully and effectively.

The objective of ensuring social justice and economic equality led to a considerable body of new social legislation. The constitution of India became the fundamental basis and source of all legislation, both social and other. Part III of the constitution confers certain fundamental rights on the citizens and part IV enumerates certain directive principles as guidelines for promoting the welfare of the people.

Directive Principles:

The directive principles of state policy direct the state to bring in a social order in which justice-social, economic, political –prevails. The other principles contained in part IV of the constitution, though not enforceable by any court, are to be treated as fundamental in the governance of the country. It Is the duty of the state to apply these principles in making laws.

The following acts were passed after commencement of the Indian constitution.

1. The Hindu marriage act, 1955.

2. The special marriage acts, 1954

3. The Hindu succession acts, 1956

4. The Hindu adoption and maintenance act, 1956

5. The Hindu minority and guardianship act, 1956

6. The Equal remuneration act, 1976

7. The scheduled castes and scheduled tribes (Prevention of Atrocities) Act, 1989.

8. The protection of civil rights act, 1955

9. Immoral Traffic (Prevention) Act, 1956

10. The probation of offenders act, 1958

11. The dowry prohibition act, 1961

National Policy:

1. National policy on Health, 1983

2. Family planning policy, 2000

3. National Education policy, 1986

4. National policy on children, 1974

5. National policy on youth, 1988

6. National housing policy, 1991

3.12. Fundamental Rights:

the fundamental rights (Articles 12 to 35) assure individual freedom to the people. The fundamental rights ensure equality before the law and equal protection. Further, there would be no discrimination against any citizen on grounds of religion, race, caste, creed, sex and place of birth. No person shall incur any disability, liability, restrictions or conditions with regard to access to shops, public restaurants, hotels and places of public entertainment or to the use of wells, tanks, bathing ghats and places of public resort maintained by the state. In services, no discrimination would be done. Untouchability is abolished and its practice in any form is forbidden. Further more, there are other rights like freedom of speech and expression, formation of associations, rights to acquire or hold or dispose of property and so on. The liberty of the people is further protected by certain legal provisions; for instance; no person would be convicted of any offence except for violation of law; no person shall be compelled to bear witness against himself and so on. Traffic in human beings, beggary and all forms of forced labour are prohibited.

3.13. Summary:

in the context of changes taking place in India, social policy spells out the objectives and the values of the new social order that we are purposefully pursuing. Social policy has broader and narrower view points. From narrow view points, it is confined to social welfare of certain handicapped, vulnerable and other weaker sections of society. In broader sense, it stands for the protection and promotion of welfare of every member of the society.

Social policy includes both long term objectives to be achieved in future and also the policy implemented already. It serves as a guide for practical action. It involves short and long term objectives.

The world social situation has undergone profound changes since the declaration on social progress and development in 1969 by the U.N.O. the severe economic recession of 1980's has resulted in serious imbalances in several countries. In many developing countries, mass poverty, unemployment and underemployment, illiteracy, limited opportunities, sharp contrasts in living standards and the absence of services, especially health and education, remain the dominant features of the social situation (U.N.O: 1988)

It is felt by the social scientists that social welfare policies are in need of redirection. The persistent economic crisis, lack of financial resources, emerging population patterns, economic structures, changing technology and popular aspirations call for adjustments in policies and priorities.

According to Gunnar Myrdal, the poor countries are laying too little emphasis on productive investments in human beings. The investments in man have long run benefits. They are not different from the investments in capital projects like dams and power plants. (Myrdal : 1969).

According to Titmus, under the pluralistic view of social policy, each sector of welfare i.e health, education, housing, the aged, handicapped, children need a separate social policy. It is called ' content' view of social policy as opposed to its ' process' view. The process view aims at one single social policy binding all into a unitary whole. The various policies guiding different sectors are sub-systems of one social policy.

Social policy is something to do by the government alone (Briggs). The American approach to social policy involves "Minimum intervention by government". The British approach had been rooted in the state's right to intervene.

As part of the objective of growth with social justice, government has made various policies to curb the evil of inequalities. These policies may be grouped under two broad groups, namely, those which are intended to level down the incomes of the few at the top, and those which raise the income of the large many at the bottom.

All our national policies are already laid down in the constitution. Social policy is the link between constitution and five year plans. There are concepts like that of welfare state and socialist pattern of society. These are related to our constitutional provisions. The starting point of social policy in India is our constitution. Our constitution states our fundamental rights and directive principles of state policy. The Indian constitution has given a constructive lead to the government in shaping its socio-economic policies. The fundamental rights are guaranteed in the constitution. The fundamental rights have shaped our social policy.

The directive principles provide the yardstick by which we can measure the adequacy of social policy that we have after the commencement of the Indian constitution. It shall be the duty of the state to apply these principles in making laws.

The government has enacted various legislative measures during seventies and eighties to combat social evils and to protect weaker sections of society against social injustice. These laws generally pertain to vulnerable sections of the society such as children, women, scheduled castes, scheduled tribes and labour.

3.14. Key Words:

a) Constitution

b) Directive principles

c) Social legislation.

3.15. Self Assessment Questions:

1. Discuss the concept and need for social policy

2. Explain the constitutional basis of social policy.

3.16. Reference Books:

1. Choudary, Paul, D. (1979)   : Social welfare Administration, New Delhi. Atmaram.

2. Govt. of India (1987)   : Encyclopedia of social sciences vol.3, ministry of welfare.

3. Vidya Rao (Ed)(1985)   : Social policy and administration for social Change. Implications for social work education and practice, Tata institute of social sciences, Bombay.

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Lesson – 4

SOCIAL WELFARE POLICY

4.0. Objective:

The objective of this lesson are to explain the social welfare policy and to distinguish between social policy and social welfare policy.

Contents:

4.1. Introduction:

Though the Government has not enunciated its social welfare policy in the form of a resolution or single document, yet its concern about the welfare of the depressed, disadvantaged and underprivileged population was reflected in the preamble of the constitution, fundamental rights and directive principles and the policy statements as reflected in the five year plans and guidelines that it has been issuing in the formulation of various schemes of welfare. However, the Government has declared its national policy on health in 1983 to achieve the goal for " Health for all by 2000 A.D.

The Government has also declared its family planning policy for population stabilization, with the aim of reducing birth rate, National Education policy (1986) for eliminating illiteracy, universalisation of primary education, vocationalisation of education etc., National policy on children (1974) to provide adequate services to children.

The government has declared its national youth policy (1988) to increase opportunities for the vital and vibrant human resources to develop their personality. The government has formulated national housing policy (1991) to provide houses to the weaker sections and poverty groups.

A comprehensive social welfare policy is yet to be formulated to clearly include its parameters and targets to be achieved within a time schedule.

Planning commission and social welfare policy:

Planning commission is the chief instrument for translating into practice the constitutional provisions related to welfare state. Planning commission was set by the resolution of government of India in March, 1950 and was charged with the responsibilities for formulating the plans for development of the country proposing allocation of resources for their implementation and assessing their progress. It prepares five year plans which are designed to give concrete shape to the development efforts. Each five year plan consists of annual plans.

The commission functions through several divisions and sections including the subject divisions for health and family welfare, social welfare and nutrition, backward classes, education, housing, urban development and water supply, rural development, village and small industries etc. These divisions take technical advice of experts and recommendations of various working groups, study teams and research organizations and consultations with the representatives of different interest groups while formulating policies and programmes in their respective fields.

Welfare Policy:

Social welfare services are intended to cater to the special needs of persons and groups who by reason of some handicaps, social, economical, physical or mental are unable to avail themselves of or are traditionally denied the amenities and services provided by the community.

Changes in Social Policy:

With the nationalization of some of the scheduled banks in 1969, slogan of ' Garibi Hatao', concept of growth with social justice in 1971 during general elections in the country, many anti-poverty programmes were taken both in the rural and urban areas. In the field of social welfare, the trend was from welfare service to development services especially in the fields of child and woman welfare. Minimum needs programme was introduced during the fifth five year plan which included supply of drinking water, provision of house sites for the homeless, elementary education for the poor, etc.,

The ministry of social welfare points out, "Social welfare planning was earlier directed mainly to provision of some basic curative and rehabilitative services. From the fifth plan, the concept of social welfare was enlarged to make it an organized function designed to enable families, groups and communities to cope with social problems arising out of changing social conditions. Integration of welfare and development services from the crux of the new approach. Efforts are also made to bring about integration between social and economic inputs in the planning of services, particularly for children, women and the physically handicapped. Social welfare services are additive and supplementary to other social services for development, such as health, nutrition, education, housing, labour welfare etc.,

4.2. Social Welfare- Definition and Meaning:

The meaning and scope of social welfare vary from country to country reflecting the stage and goals of development.

The united nations advocated the welfare activities of a modern state, when it observes in its declaration on human rights that every body has the right to a standard of living that ensures the health and well-being of himself and of his family, including food, clothing, housing and medical

assistance and the right to security in the wake of unemployment, sickness, disability, widowhood, old age or other lack of livelihood. Motherhood and child hood are entitled to special care and assistance. All children whether born in or out of wedlock shall enjoy the same social protection.

According to Friedlander, "Social welfare is the organized system of social services and institutions designed to aid individuals and groups to attain satisfying standard of life and health and personal and social relationship which permit them to develop their full capacities and to promote their well-bring in harmony with the needs of their families and the community".

Wayne vasey explains that the definition of social welfare includes two main characteristics (a) the utilization of welfare measures to support or strengthen the family as a basic social institution through which needs are met; (b) the intent to strengthen the individual's capacity to cope with his life situation. Social welfare in a broad sense encompasses the well- being and interests of large number of people, including their physical, mental, emotional, spiritual and economic needs. In other words, social welfare includes the basic institutions and processes related to facing and solving social problems, those problems which affect large numbers of people and which require some kind of concerted group effort to resolve.

The main objective of the social welfare system is to create the basic conditions that will enable all members of the community realize their potential for growth and self-fulfillment. The principle of ' normalisation' is fundamental to the social welfare system, i.e; regardless of physical, psychological or social handicaps, a person should be enable to live, work and develop in a normal environment. The social welfare system also serves to redistribute income more evenly among different kinds of people and during different periods in a person's life.

According to our five year plans, the object of social welfare is the attainment of social health which implies the realization of such objectives as adequate living standards, the assurance of social justice, opportunities for cultural development through individual and group self-expression, and readjustment of human relations leading to social harmony. A comprehensive concept of living standard will include the satisfaction of basic needs like food, clothing and shelter as well as the normal satisfaction of family life, enjoyment of physical and mental health, opportunities for the expression of skills and recreational abilities and active and pleasurable social participation. The achievement of social justice demands cooperative and concerted efforts on the part of the state and the people.

Pt. Jawharlal Nehru, the first prime minister of India had observed, "we talk about a welfare state and direct our energies towards its realization. The welfare must be a common property of every one in India and not the monopoly of a privileged group, as it is today, in particular those who are underprivileged today and have no opportunities of growth and progress that must be brought within its field. " He further adds, " the core idea of social welfare is the human well-being in its each and every respect and a welfare state must ensure minimum opportunities for the physical and social well being of all citizens; it would eliminate exploitation, disparities and thus would provide for the self-development of the individual. But Nehru also made a distinction between social services and social welfare activities. The former include all those services which aim at the well-being of the entire community; whereas social welfare activities aim at promoting those services which would meet the special needs of persons and groups who by means of social, economic, physical, or mental handicap are unable to make use of the amenities provided for the general community. According to him, the welfare of women, children and handicapped should have the first place in order of priority.

The concept of social welfare had thus been restricted to the provision of services to individual and families who find it difficult or impossible to maintain themselves and their dependents by their own efforts. Howard is also of the view that social welfare has been especially identified with improvement of conditions of life of physically, mentally, emotionally, economically or socially handicapped or otherwise disadvantaged individuals and groups. The planning commission, accordingly observed that the term " social welfare services" denotes services catering for the special needs of persons and groups who suffer from some handicap, social, economic, physical or mental and so are unable to avail themselves of, or are traditionally denied the amenities and services provided by the community. Thus the welfare services are designed to enable the underprivileged or handicapped sections of the community to rise as close to the level of the community as possible. Social welfare services as conceived in five year plans, therefore, mean services for such weaker and vulnerable sections of the community, who cannot take advantage of existing social and other services because of certain handicaps – physical, mental and social- or whose needs require the organization of special services for their development and well being. In short, social welfare services are those which are required by the weaker sections of the society including the handicapped and the traditionally under privileged groups like backward classes.

The U.N.O defines social welfare planning, "for planning purposes, the field of social welfare can be defined as a body of organized activities which are basically meant to enable individuals and groups and communities to improve their own situation, adjust to changing conditions and participate in the tasks of development. These activities requiring special skills in social diagnosis, human relations and informal education among others, can be differentiated, for instance, from the body of health services or from the basic facilities available for formal education and vocational training. Some of the social welfare activities play a supportive role in helping to achieve the planning objectives of related sectors (self help, housing or motivational work for family planning). Some are meant to enable local citizens to participate in self-help projects and help to create social climate that is an essential condition of development. Some of the social welfare activities are aimed more directly at helping vulnerable groups or categories of people to achieve to the greatest extent possible, the minimum social standards". (U.N.O: 1970).

In India, the term ' Social welfare' has come to be used in a restricted sense- provision of social welfare services for the socially underprivileged groups-scheduled castes, scheduled tribes, denotified communities, orphans, widows, unmarried mothers, women in moral danger, aged and infirm, women and children, socially maladjusted, beggars, aged and infirm, women and children, socially maladjusted, beggars, prostitutes, delinquents, physically and mentally disabled, diseased, mentally retarded or ill and economically under privileged such as destitutes and unemployed, and social welfare programmes are therefore directed to ameliorate their conditions. (Gore and Kandekar: 1975).

4.3. Social Policy and Social Welfare Policy:

It is important to distinguish between social policy and social welfare policy. The nature and scope of social policy covers at least four elements as follows: (I) Social objectives of national development plans; (ii) Social service programmes in successive five year plans; (iii) Concern for the protection and promotion of the interests of the weaker sections of the population; and (iv) People's own involvement in the formulation and implementation of policies and plans at various levels.

As against this, social welfare policy, as it deals with a particular sector of national endeavour is something more specific and limited. It covers those purposeful and organized interventions necessary to protect and rehabilitate such segments of the populations which are unable to cope with the demands of life on their own. In their case, the family cannot by itself find an adequate solution nor can it 'buy' the requisite service (s) in the market. They are the people who need purposefully organised intervention by the community or state to provide need based differential care. Thus, one may generalize that while the underlying spirit in social policy is the concern for social justice, the principle behind social welfare policy is the urge to provide enabling measures for those who are unable on account of some innate or acquired social disability to benefit from the general programmes of social services available to the rest of the population. Of late, there is a growing awareness that even social welfare policy could shift its focus from relief and charity to prevention and development.

4.4. Constitutional Base:

Within the constitution, part IV on the directive principles of state policy is usually cited as the main source of India's social policy. Specific articles like 38 and 46 are often cited as relevant sources of social policy. Most of the legislation that has been enacted during the last thirty years, whether for institutional changes like land reforms or for the protection of the weaker sections of the population) e.g. removal of untouchability is also regarded as indicative of social policy in operation.

There is the implicit assumption that India is a welfare state-at least one in the making. This is unsubstantiated either by the textual provisions of the constitution or by the laws enacted under it. Social security measures for the bulk of the population are non-existent on the statute book. There is no possibility of providing them in the foreseeable future. A low income country having between forty to sixty percent people below the poverty line, a mixed economy with a commitment to socialist objectives cannot claim to be a welfare state as well. The reason why we have assumed India to be a welfare state is found in the language of directive principles of state policy.

The seventh schedule of the constitution gives the union, concurrent and state lists of legislative subjects; one finds no evidence at all of any substantial or significant content of a welfare state programmed assigned to the government at any of the three levels.

In a country where unemployment and under employment are chronically high, where self-employed persons far outnumber those who are employed and where the bulk of the people do not pay income tax, the idea of social security/ social insurance remains only notional. Over the years, except for a sizeable proportion of industrial working class and the core of personnel in government agencies, social security benefits have scarcely touched the bulk of the population.

4.5. Social Policy in Development plans:

There are the social objectives of a development plan such as eradication of poverty, promotion of employment, narrowing the disparities of wealth, income and opportunities (conversely prevention of concentration of economic power in the hands of a few), development of human resources, bringing about the necessary attitudinal and institutional changes, ensuring people's participation in the formulation of policies and plans and the their implementation at various levels, protection and promotion of the interests of the weaker sections of the population and creating in which they could develop in accordance with their own cultural genius.

Among the weaker sections, there are those who are yet not sufficiently integrated with the mainstream of the economy like tribal communities. There are others who suffer from the double disability of social discrimination and perpetuating poverty like in the case of the scheduled castes. Other backward classes suffer from a lag in development arising from traditional social stratification and chronic poverty. Besides there are the other handicapped or maladjusted sections of the population who have been traditionally special clients of social worker. These are the other groups who are in need of special care owing to some physical or mental handicap or a condition of economic deprivation and social neglect.

Social Objectives:

The Mahalanobis committee (1964) pointed out that the income disparities in the urban areas has widened more than those of rural areas. In the beginning of the fourth five year plan only, the objective of 'growth with justice' was officially incorporated in the preamble to the plan. The claims of distributive jstice often with economic imperatives. It was hoped that they would reconcile. From the policy point of view, certain legislative and executive measures were introduced to prevent concentration of economic power in the hands of a few and for curbing unearned incomes. There were introduced in pursuance of a socialist policy to promote egalitarianism. When such attempts are made in a low – income country, with a small class of the rich and a large mass of the poor (below poverty line), the result is only " leveling down". The converse process of "leveling up" may take a much longer time.

The weaker Sections:

There are special constitutional safeguards and provisions made for the protection and promotion of the interests of those segments of the population which had traditionally suffered from discrimination, isolation or alienation. The special measures for weaker sections fall broadly in three categories. First, there is abolition of discrimination or segregation in the public places (Article17- abolition of untouchability). The second category of measures provided reservation of a certain percentage of places in educational and training institutions as also in employment in government organizations and public undertakings. The third categories of programmes comprise development and welfare projects as part of successive five year plans. These include a wide range of schemes and projects, grants for subsidiary occupations, credit for economic projects in agriculture and industry, provision of house sites, and assistance for housing, a massive and mounting programme of free ships and scholarships at all stages of education.

These special programmes provided for the weaker sections have made a significant impact on awakening consciousness of their rights and privileges under the constitution and in law, promoted articulation of their demands and organization on their part, for building up pressure lobbies. The level of aspirations has certainly gone up very appreciably. However, in terms of actual working and living conditions, much remains to be done.

The problem is whether this policy can achieve success in the desired direction, namely, to make the weaker sections self-reliant. The trend does not seem to be in that direction. It is a dilemma for policy makes whether the developmental and welfare programmes for the weaker sections should be caste related or need based. The weaker sections constitute a very substantial proportion of voters. They constitute a political strength that cannot be easily ignored. Even within

the weaker sections, the slightly better off groups and communities have benefited to a significantly greater extent, leaving the weakest among them still further behind.

Social Welfare Programmes:

In terms of programmes, the boundaries of social welfare field were slowly but perceptibly being demarcated with some precision. When the constitution framed its legislative lists for the union and the states as also for concurrent jurisdiction, there was no such clearly identified field as 'social welfare'. The working group for the third five year plan, which for the first time, included social welfare services, covering subjects such as child welfare, women's welfare, welfare of the handicapped, social defence, youth welfare, welfare of slum dwellers and also training, research and administration. The fourth five year plan included the aged and the infirm along with the handicapped. But the number and variety of schemes formulated by the central and state governments and voluntary organizations were so many that the limited resources were spread too wide and thin.

In terms of priorities, emphasis has been placed on child welfare. The categories of children, the content of programmes and the manner of their organization, changed considerably since the inception of these programmes in the first plan. Pre occupation with handicapped children has been reduced in preference to the needs of otherwise normal but socio-economically deprived children. The nature of programmes has also changed from curative to the positive and promotive services. The priority of child welfare and development is being canvassed on the grounds of importance of building up young human resources of the country.

As regards social welfare services, a clear and rational policy has to be formulated. While certain encouraging trends in terms of positive, promotive and integrated services have no doubt emerged, in operational terms efforts continue to be dissipated over a large and fragmented area. A schematic pattern of welfare services built from the community level upward has yet to be evolved, extended and stabilized. There should be a schematic pattern of minimum welfare services which will have to be the base of a graded structure of specialized services at the appropriate levels. The administrative pattern needs to be rationalized and the partnership with voluntary organisations has to be made real. Training of welfare personnel has to be standardized in the contest of clearly a identified job positions at various levels of welfare agencies. In fact, a composite and complex job manpower assessment on the one hand, and standardization and gradation of training, on the other hand, has to be attempted in order to give effect to any rational welfare policy.

Social policy in India has had a chequered history. However, our national policy has always been consistently pursuing the issue of protection and promotion of the interests of the weaker sections of the population. In early 1981, the parliament resolved to continue to provide as long as necessary reservation of places in educational institutions and public employment to scheduled castes and tribes. The government of India has determined to honour the directive principles of state policy.

There are a large number of other issues in social justice, which the leaders visualized and emphasized. There are many social issues arising from mass poverty and related to distributive justice which need speedy and effective remedial action. The claims of justice have been conceded in principle. But there are limitations in the nature of non-implementation or inadequate implementation.

There was not much difference in the ideological base of national policies. The policy statements of most political parties have a more or less common core of social ethos, namely secularism, socialism and democracy. The difference lies in the extent to which the issues of poverty and disparities are spelled out. Since there is no single authoritative official statement of national policy, social policy has to be discerned from the statements, made from time to time regarding particular aspects of development. The statements are made also to polarize public support for on going programmes. The public response also depends on how conscientiously the declared policies are implemented. People even though largely illiterate are politically mature enough to articulate their needs in policy terms. They expect the policy makers to respond with relevant and effective policies.

Operational Difficulties:

It would be relevant to make a reference to the operational difficulties encountered over the year in implementing welfare services, and strategies outlined in the five year plan document.

The sixth five year plan document identified the following operational difficulties in planning and implementation of welfare programmes.

"There has been a tendency to depend on schematic pattern in the implementation of the schemes by government or voluntary organizations leaving little room for flexibility or ability to respond to the requirements and variations in local situations.

2. The involvement of local community in planning and programming have been inadequate.

3. There has been lack of integration of services at the beneficiaries level.

4. The development of welfare services between states has varied considerably and backward states where the need is greater have suffered from lower financial allocation and weak administrative machinery.

5. The field machinery for supervision has been weak

6. Absence of professionally trained manpower both at the decision making level and supervisory level has affected the quality of services.

7. Voluntary organizations have concentrated and developed only insome states and that too in selected areas within a state.

8. The linkages of social welfare programmes with economic programmes has not materialized except in a very limited way.

9. There is lack of coordination between the state government and the state social welfare Boards in programme planning and implementation.

Strategies out lined in the sixth plan:

Based on the review of the experiences gained in the past, the sixth five year plan outlined the following strategies and approaches for better implementation of welfare programmes.

1. "Social planning should be integral part of economic planning

2. Social welfare structure is basically supplemental to the needs of the most deprived and the real benefit to them is to come from the general structures.

3. Preventive and developmental services would be given preference over institutional care as the latter is very costly and can substitute family care only in exceptional cases.

4. The Child care services to the most vulnerable groups 0 to 6 years will be strengthened to provide linkage with other inputs like health and hygiene, education and water supply.

5. In women's programmes, the emphasis would be laid on the promotion of employment and education.

6. The institutional care for women in need of care and protection would be provided only when it is un avoidable.

7. A chain of self supporting activities will be developed to encourage the greater employment of women especially from lower income groups. The physically handicapped will be encouraged to integrate with the normal stream of life.

8. For effective implementation of social welfare programmes, local communities would be fully involved and stimulated for sharing a greater responsibility in organization and supervision. Their participation will also be essential for identifying the beneficiaries.

9. Induction of professionally trained technical manpower at decision making and supervisory levels is necessary.

10. Child welfare will be accorded high priority within the overall frame of social welfare

4.6. Development Scenario:

Inspite of three decades of planning and development, there has been considerable frustration and disillusion among the different sections of the population both in urban and rural areas. This is because, the benefits of development seemed to have been concerned by selected groups and communities. Besides, the Socio-Economic policies aimed towards distributive justice, were ineffective.

This has resulted in concentration of wealth and power. It also tended to widen the gap between the rich and the poor running counter to the goal of egalitarianism. There has been no significant change in the standard of living of a substantial proportion of population and they continue to be exposed to severe economic and social deprivation. Hence, of late emphasis is being placed on development with social justice so that the benefits of development with social justice so that the benefits of development may reach the lower strata of society, with this in view, a number of special schemes have been formulated since the fifth five year plan with a view to deal with the problem of poverty and unemployment. It Is in this context that the effective development and administration of social and welfare services and programmes assume significance.

The Paradox:

Indian social policy as in other developing countries has been influenced by the politically strong urban educated elite leadership. Gunnar myrdal discussed this problem in his paper on "place of values in social policy" (1972). He observed that "very many developing countries accept

in theory an equalitarian society but in practice they run an elitist state". This he calls the "paradox of exalted egalitarian ideas and a very inegalitarian reality."

4.7. Summary:

Though the government has not enunciated its social welfare policy in the form of a resolution or single document , yet its concern about the welfare of the depressed, disadvantaged and underprivileged population was reflected in the preamble of the constitution; fundamental rights and directive principles and the policy statements as reflected in the five year plans and guidelines that it has been issuing in the formulation of various schemes of welfare.

Planning commission is the chief instrument for translating into practice the constitutional provisions related to welfare state.

Social welfare services are intended to cater to the special needs of persons and groups who by reason of some handicaps, social, economical, physical or mental are unable to avail themselves of or are traditionally denied the amenities and services provided by the community.

Social welfare policy, as it deals with a particular sector of national endeavour, is some thing more specific and limited. It covers those purposeful and organized interventions necessary to protect and rehabilitate such segments of the population which are unable to cope with the demands of life on their own.

Within the constitution, part IV on the directive principles of state policy is usually cited as the main source of India's social policy. Specific articles like 38 and 46 are often cited as relevant sources of social policy.

There are the social objectives of a development plan such as eradication of poverty, promotion of employment, narrowing the disparities of wealth, income and opportunities, development of human resources, protection and promotion of the interests of the weaker sections of the population and creating conditions in which they could develop in accordance with their own cultural genius.

There are special constitutional safeguards and provisions made for the protection and promotion of the interests of those segments of the population which has traditionally suffered from discrimination, isolation or alienation.

In terms of programmes, the boundaries of social welfare field were slowly, but perceptibly being demarcated with some precision.

As regards social welfare services, a clear and rational policy has to be formulated. Our national policy has always been consistently pursuing the issue of protection and promotion of the interests of the weaker sections of the population.

Gunnar Myrdal observed that " very many developing countries accept in theory an equalitarian society but in practice, they run an elitist state".

4.8. Key Words:

a) Social Policy

b) Social Welfare Policy

c) Weaker Sections.

4.9. Self Assessment Questions :

1. Distinguish between social policy and social welfare policy.

2. Explain the constitutional base for social welfare policy.

4.10. Reference Books:

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Lesson – 5

RELATIONSHIP BETWEEN SOCIAL POLICY AND SOCIAL DEVELOPMENT

5.0. Objective:

The objective of this lesson are to explain the relationship between social policy and social development.

Contents:

5.1. Introduction:

Policy implies adoption of a course of action in order to achieve the desired objectives. This function is associated with a government or a political party. Even non-political organization or an individual may have a policy or a guideline for its plans and actions. Any human action must have a guiding principle which would help in enhancing its goals. Policy is an important aspect in the fulfilment of the desired goals. Policy in itself does not solve the problems, but it is the first step towards development and problem solving process.

5.2. Social Policy:

Social policy is the writhen course of action which is formulated and implemented by the government to achieve the pre-determined and well-defined objective. It is a settled course of

action adopted and followed by government or political party. It is a part of planning process and social administration. It is an instrument for bringing about structural and functional changes in the society.

Social policy may be defined as a process involving social, political and economic system in the governmental and non-governmental institutions to achieve the desired objectives. Social policy specifics the goals, the resources and the manner of their utilization to the attainment of these goals. The functions of social policy are in relation to developmental objectives and those meant to remove social and economic obstacles to development.

Need of Social Policy:

The need of social policy can be explained as follows.

1. Social policy suggests the guidelines to discharge the social services

2. Social policy indicates the social objectives.

3. Social policy provides the basis for evaluation and assessment of social services.

4. Long-term and short-term objectives are set-up by social policy.

5. Social policy takes into consideration the social situation prevailing in the country,

6. A balanced socio-economic development is possible through formulating social policy

7. Social planning for development can be done on the basis of social policy.

Objective of Social Policy:

The Mahalanobis committee (1964) pointed out that there is unequal distribution of income and levels of living. It was not until the beginning of the fourth five year plan that the twin objectives of growth and justice was officially incorporated in the preamble to the plan. The claims of distributive justice often clashed with economic imperatives in the short-run. They would reconcile in the long- run.

The following are the objectives of social policy

1. Social policy aims at bringing about social change

2. To help in proper redistribution of social resources

3. To improve the quality of life of people and protect the weaker sections of the society.

4. To eradicate poverty and generate employment opportunities.

5. To develop human resources.

6. To provide people's participation in the development process

7. To minimise human suffering and maximise human welfare.

5.3 Concept of Development:

Development is a process of mutual endeavour, which calls for the participation of all segments of society. But due to limited capability of the national government, in most of the third world countries, it has become increasingly difficult to respond effectively to the growing and diversified needs of the vast majority of population at the grass roots.

The development experiences of the 1970 s and 80s have raised more and more critical questions concerning a growing awareness of the limits of the existing development models about the dilemma of the widening gap between the very few rich and the vast majority of the poor in the developing countries. This has given momentum to search for more adequate and appropriate strategies for improving the living conditions of the poor population and started a good deal of discussion about the systematic alternative development strategies, such as the integrated development approach; the basic needs approach', 'community participation', ' self help' and ' self reliance' concepts.

The development planners observed that there was need for innovative approaches for a more equal and just development according to the real needs and wishes of the poor population on the basis of the local needs and demands. The ' top down' planning strategies, should be superseded by more poverty- oriented, participatory development concept, by small-scale programmes, and by ' bottom-up' planning procedures.

Now there is projection of people- centred development vision this vision looks to justice and sustainability. It views development as a people's movement more than as a foreign – funded government project. It looks to the government to enable the people to develop themselves. It seeks a change in objectives of the environmental, human rights, consumer protection, women's and peace movements. There is a new human consciousness where the dimension of female consciousness gains ascendance over the male consciousness gains ascendance over the make consciousness which dominated the social and economic life of human societies.

Various resolutions of U.N. Bodies have identified mass sharing of benefits of development, mass contribution to development and mass involvement in the decision–making process of development as the three basic ingredients of popular participation.

Economic growth is not an end in itself. If economic growth is to serve the interest of the people, it must address itself to their problems. Economic growth must be able to attack on mass poverty and its causes. If this means an increase in employment at the village level, economic growth must fulfil this social goal.

People's participation aims at nothing less than the transformation of man himself from a passive spectator to an active participant. The success of this principle will not only prove beneficial economically, but above all, it will instill in the members a sense of confidence on their ability to work together based on their own resources.

What makes the situation different from the past is not the mere existence of mass poverty, but the conscious realization of this fact and the knowledge that it should and could be changed. Mass participation in the implementation of decisions can be effective only when there has been mass participation in the decision making as well.

In brief, it is a model, seeking to release social energy of the people towards attaining the self-defined goals of development. The model ratifies the principle of planning with the people. It complements the macro-planning efforts with micro-planning achievements. It is based on the philosophy of gradual ennoblement, enlightenment, and enfranchisement of the people.

Brown and korten (1989) state: "we believe that development is most usefully and accurately defined as a process by which the members of a society increase their personal and institutional capacities to mobilize and manage resource to produce sustainable and justly distributed improvements in their quality of life consistent with their own aspirations" The above definition gives development a human face. The people themselves ca define what they consider to be improvement in the quality of their lives.

5.4. Economic Development:

The present state of economic development in developing countries calls for a re-conceptualisation of the current strategies, which obviously demands for a new vision.

Poverty continues to persist, with a large number of people being trapped below poverty line. There is steady erosion of the natural resource base. External dependence has consistently increased. As a consequence, questions of the relevance of the development paradigm are being raised, and limitation of the techno-economic" approach to development is being increasingly realized.

Inspite of the advances made in many areas, the countries still faced serious and urgent problems of deep-seated poverty, underemployment, unemployment, waste of human resources and under-utilization of Manpower, most importantly, the growing majority's inability to meet the basic minimum needs. Under these conditions, there is need to redesign the existing programmes and target specific policies to the deprived sections.

Inspite of various advantages offered by modern technology and international assistance, there has been very little success in elimination of mass poverty, destitution, and impoverishment, If the fulfilment of basic needs is the primary issue behind development, in developing countries, it is essential to strengthen, mobilize and develop all possible sources of action. It is necessary to create an environment in which the people can develop and mobilize their capacity to solve their own problems and build up their resource potential.

5.5 Concept of Sustainable Development:

'Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs' (world commission on Environment and Development's, " our common Future".). it is important to raise the issues of what kinds of needs are we talking about (survival needs or luxury needs) and more particularly, the issue of the needs of the have-nots, not only of future generations, but also of the present ones.

It was realized that 'development' conceived simply as 'economic growth' was an inadequate notion; Economic growth does not necessarily lead to the development of lower strata in the society. This realization caused a shift in development thinking and led to the inclusion of

distributive justice or equity, and improvement in the overall quality of life of the masses (Dhanagare; 1996)

Moreover, the reckless pursuit of industrialization and the use of resource exploitative modern technology for 'development' have resulted in environmental deterioration to such an extent that the very existence of all the living species is endangered.

The modern, industrial form of production induced increasingly severe degrees of social inequality and growing environmental instability and degradation" (Eduardo and woodgale: 1997). Loss of forests, extinction of animal and plant species, depletion of the Ozone layer, air, water and soil pollution, loss of marine life and Bio-diversity etc. have occurred at an alarming rate and have posed a serious threat to the very survival of life on this planet.

'The developing nations are following the western economic and technological model' for economic and social growth. It is leading to poverty and inequality side by side with growing economies, pollution and large – scale ecological destruction' (Sunita Narain : 2002)

It is recognized that the 'western development model in its most triumphant moments appears to be neither desirable nor universally applicable because it is simply not sustainable (Bemhard: 1997)

5.6. Development and Environment:

The environment – development debate was intensified in course of time. ' Development' and ' environment' were seen as distinct entities. There is 'a growing recognition that the overall goals of environment and development are not in conflict but are indeed the same, namely, the improvement of human quality of life (Mohanty : 1998). ' Development' versus ' environment' is a false dichotomy. In fact, this realization has led to the reconciliation between ' development' and environment'. The concept of ' sustainable development' represents an attempt to reconcile the goals of ' development' and of ' environmental protection'.

The pattern of development should be such as to avoid environmental degradation to the extent of destroying the development potential of the future. Brundtland commission observed that "Economic development often leads to a deterioration, not an improvement in the quality of people's lives". The commission called for "a form of sustainable development which meets the needs of the present without compromising the ability of the future generations to meet their own needs".

5.7. Key Issues in Development:

There are two key issues that are implicit in the conception of development as envisaged by the commission. (1) "development is not just about bigger profits and higher standards of living for a minority and that it should be about making life better for every one on this planet". (2) "The development process should not involve destroying or recklessly using up our natural resources nor should it involve polluting the environment.

To realize a development process which is productive and sustainable, we require that each individual of the society becomes productive and we have a socio-economic order, which is sustainable and consistent with the cherished goals. The scope and content of sustainability in the

context of a society becomes much wider than what is meant by the concept of sustainability confined to the context of the environmental concerns.

The behavioural patterns of the individuals and institutions, which constitute a society, need to be addressed, if our ultimate goal is to improve the ' quality of growth' and hence the ' welfare of the mankind' as a whole.

Sustainable development had to grapple with three mutually conflicting goals, VIZ. growth, environmental protection and equity. The world community has to take initiatives, among others, for the following objectives.

1. Changing the quality of growth

2. Meeting essential needs for jobs, Food, Energy, Water and sanitation.

3. Managing the population growth

4. Re- orienting technology and production structures.

The Earth summit, chalked out an action plan for 21st century known as Agenda 21. it laid down guidelines on the following issues of development.

1. Humans depend on the earth to sustain life.

2. There are linkages between human activity and environmental issues.

3. Global concerns require local actions

4. People have to be involved in planning developments for their own communities if such developments are to be sustainable.

The Johens berg summit held in 2002 has also reiterated the concerns on environment, ecology, world climate changes, in the context of the emerging global development patterns, technological changes, life styles, consumption patterns etc.

The new development strategies in the forms of globalization, liberalization and privatization have unfolded many new challenges of development. Any society should be sustainable, If it generates forces that increase the welfare level of the society. If disparities between different sections of the society are reduced, if the disparities are narrowed and if opportunities of development are equitably distributed among different sections of the society, then there is a possibility that elements of sustainability can be built into the system.

It is argued that the excessively consumerist life style of a certain section of the world society is generating imbalances between supplies and demands of goods and services. It is demonstrated that hardly 10-15% of the world's population uses 80-90% of the world's resources, just to maintain their consumerist and wasteful life style. More than one billion people of the globe still live below acute poverty line. They have no access to safe drinking water and / or minimum levels of educational and health facilities.

There is excessive urbanization. The rate of urbanization is so phenomenal that all the minimum necessary amenities of life, required to maintain the minimum standard of living are collapsing.

5.8. Development – A changing Concept:

In 1970's development has come to mean not more 'growth' but a balanced multifaceted and comprehensive growth. In 1980's, the term ' development' has attained a new connotation. New thrust and a new focus is to mean 'over all development' without any inequalities and distortions. The benefits of growth should reach different sections of people equally. The very process of growth should not create imbalances and inequal opportunities to different segments of population. (ex: rich getting richer and poor getting poorer).

In 1990's, the world in general, the developing countries in particular, especially India emphasized ' sustainable development'. It includes a practical compromise on, between short term human needs and preservation of natural resources, cooperation and collaboration, living in harmony with nature, appropriate technology being at service of the people, dignity and welfare of human persons.

As emphasized by the united nations human development report 1994, the essence of human development is that, "every one should have equal access to development opportunities- now and in future".

'Development' is a much more comprehensive concept than mere 'growth'. Some of the concerns for achieving development are 'capability building', 'Empowerment' of women and deprived sections of the society.

The well – known Pakistani economist Prof. Mahabub UI Haque, highlighted human development as a supplement to economic development. The human development report had advocated that five types of growth should be avoided.

1. Growth which does not create additional job opportunities, is described as ' jobless growth'.

2. Growth which aggravates the income inequalities and enhances spatial disparities, called ' Ruthless growth.

3. ' Voiceless growth' implies, empowerment of deprived sections of the society, such as women, backward classes etc.. does not take place in a significant manner.

4. A growth process that creates environmental degradation, called as ' Futureless growth'

5. The growth process which implies denigration of the cultural roots and the foundations of heritage of a society is not desirable for the welfare of the society. The ' Rootless growth'. (Panchamukhi, V.R; 2004)

5.9. Social Policy and Social Development:

There is precise difference between economic policy and social policy. A policy designed exclusively in terms of economic objectives, like raising the national GNP and per capita incomes and diversification of science and technology are facets of economic policy. Models of development plans based on such economic policies have been found to be one-sided and not very successful. They are conceived in purely material terms and material resources.

Economic growth can be supplemented and complemented by the objectives designed to bring about equality of opportunity and narrowing the deference of wealth and income. Such a social policy may also help bring about institutional or systemic change. This was reflected in the definition of development which was at one time recorded in the U.N. Documents. It speaks of development as growth plus change. Economic growth is a necessary but not a sufficient condition for development. The case for reinforcing economic growth with social policy came towards the end of the fifties and sixties when it was declared as the first united nations development decade. The international strategy adopted by the U.N for the second development decade referred to it as 'integrated development'. The integration sought to be achieved was not just of social change with economic growth but social justice in its protective, promotive and distributive sense. This was reflected in preambles to the official documents on five year plans with phrases like ' growth with justice'. It went further to advocate growth for justice. In extreme cases, it has even been referred to as ' justice with or without growth. The difference of emphasis and approach is indicative to bring out the difference between economic and social policy.

Most writings on social policy in India have been derived from the Indian constitution. The second important source of social policy in India has been the series of official documents on five year plans which have outlined policies, social and economic.

Within the constitution, part IV on the directive principles of state policy is usually cited as the main source of India's social policy. Most of the legislation that has been enacted during the last forty years whether for institutional changes like land reforms or for the protection of the weaker sections of the population (e.g. removal of untouchability) is also regarded as indicative of social policy in operation.

Since national planning was chosen as the main instrument of development, the working of various constitutional provisions on social policy can best be seen in the actual programmes planned and in their implementation. In the first place, there are the social objectives of a development plan such as eradication of poverty, promotion of employment, narrowing the disparities of wealth, income and opportunities (conversely prevention of concentration of economic power in the hands of a few), development of human resources, bringing about the necessary attitudinal and institutional changes, ensuring people's participation in the formulation of policies and plans and in their implementation at various levels, protection and promotion of the interests of the weaker sections of the population and creating conditions in which they could develop in accordance with their cultural genius.

Among the weaker sections, there are either those who are yet not sufficiently integrated with he mainstream of the economy like tribal communities. There are others who suffer from the double disability of social discrimination and perpetuating poverty like in the case of the scheduled castes. Other backward classes suffer from a lag in development due to traditional social stratification and chronic poverty. Besides, there are the other handicapped or maladjusted sections of the population who have been traditionally special clients of social workers. These are the other groups who are in need of special care owing to some physical or mental handicap or a condition of economic deprivation and social neglect.

As for the redistributive objective of social policy, the mahalanobis committee (1964) pointed out that income disparity in the urban areas had widened more than those of rural areas. It was not until the beginning of the fourth five year plan that the twin objectives of 'growth with justice' was officially incorporated in the preamble to the plan. The claims of distributive justice often clashed with economic imperatives in short run. It was hoped that they would reconcile. This is a complex issue and needs deeper and more detailed analysis. From the policy point of view, certain legislative and executive measures were introduced to prevent concentration of economic power in the hands of a few and for curbing undue and unearned incomes. These were introduced in pursuance of a socialist policy to promote egalitarianism. However when such attempts are made in a low-income country, with a small class of the rich and a large mass of the poor (below the poverty line), the result is only 'levelling down'. The converse process of ' levelling up' may take a much longer time. In the interim, such a policy only belies the principles of distributive justice in the context of development, which is that it should distribute wealth and not poverty.

Institutional Change:

The modern technology whether adopted wholesale from the more advanced countries or adapted to suit local conditions, was itself not enough for the modernization of the economy. Certain institutional changes were gradually but surely recognized as the necessary concomitant of the transfer of technology. Take for instance, the so called green revolution. With a qualitative and quantitative improvements in the agricultural inputs, it was possible to bring about a certain increase in the out put. But sustaining such an increase on an enduring basis required much more than mere material out put. This could be done only by bringing about side by side a suitable institutional change, for instance, land reforms to match with the green revolution. This is another example of the relevance of social policy to economic growth and its impact on the social aspects of development.

The Weaker Sections:

The most important single element of social policy relates to the special constitutional safeguards and provisions made for the protection and promotion of weaker sections. The special measures for the weaker sections fall broadly in three categories. First there is abolition of discrimination or segregation in the public places (Article 17 abolition of untouchability). This was further backed up by appropriate central and state enactments. The second category of measures provided reservation of certain percentage of places in educational and training institutions as also in employment in government organizations. The third category of programmes comprise development and welfare projects as part of successive five year plans.

There special programmes provided for the weaker sections have cumulatively made a significant impact on awakening consciousness of their rights and privileges under the constitution and in law, promoted articulation of their demands and organization on their part with the intention of building up pressure lobbies. The level of aspiration has certainly gone up very appreciably. However, in terms of actual working and living conditions, much remains to be done. The problem is whether this policy can make the weaker sections self reliant, whether they can emerge from the dependency status, whether the need for special measures would cease. The trend does not seem to be in that direction. It is a dilemma for policy makers whether the developmental and welfare programmes for the weaker sections should be caste related or need based.

The decision is not easy because, under adult sufferage law, the weaker sections constitute a very substantial proportion of voters. They constitute a political strength that cannot be easily ignored. Even within the weaker sections, the slightly better off groups and communities have benefited to a significantly greater extent, leaving the weakest among them still further behind.

There are a large number of issues in social justice which are not visualized by the founding fathers. There are a whole range of social issues arising from mass poverty and related to distributive justice which are now crying out for a speedy and effective remedial action. In most cases the claims of justice have been conceded in principle. The shortfalls are in varying degrees in the nature of non-implementation or inadequate implementation.

There is no single authoritative official statement of national social policy, as there is for industrial policy. The social policy have to be discerned from occasional announcements or statements with particular aspects of development. People even though largely uneducated, are politically mature enough to articulate their needs in policy terms and expect the policy – makers to respond with timely, relevant and operationally effective policies.

5.10 Summary:

Policy implies adoption of a course of action in order to achieve the desired objectives. Social policy is the written course of action which is formulated and implemented by the government. It is an instrument for bringing about structural and functional changes in the society.

The Mahalanobis committee (1964) pointed out that there is unequal distribution of income and levels of living.

Development is a process of mutual endeavour which calls for the participation of all segments of society. There is widening gap between the very few rich and the vast majority of the poor in the developing countries.

There is good deal of discussion about the systematic alternative development strategies, such as the integrated development approach, the basic needs approach, community participation, self – help and self reliance concepts.

The top-down planning strategies should be superseded by more poverty-oriented, participatory development concept, by small – scale programmes and by ' bottom-up' planning procedures.

Inspite of various advantages offered by modern technology and inter national assistance, there has been very little success in elimination of mass poverty, destitution and impoverishment.

Sustainable development is development that meets the needs of the present without compromising the ability of the future generations to meet their own needs. Economic growth does not necessarily lead to development of lower strata in the society; this led to the inclusion of distributive justice or equity, and improvement in the overall quality of life of the masses.

It is recognized that the western development model appears to be neither desirable nor universally applicable, because it is not sustainable.

There is growing recognition that the overall goals of environment and development are not in conflict but are indeed the same, namely, the improvement of human quality of life.

5.11. Key Words:

(a) Development

(b) Social Development

(c) Sustainable Development

5.12. Self Assessment Questions:

1) Discuss the relationship between social policy and social development.

2) Explain the concept of sustainable development.

5.13. Reference Books:

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Lesson – 6
MODELS OF SOCIAL POLICY

6.0 Objective:

The objective of the present lesson is to understand the Models of Social Policy and Approaches to Social Development.

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6.1 Introduction:

For a long time, the idea of welfare was equated to charity and relief, and provision of these types of services occupied a dominant position. Subsequently, theories of equality and social justice, democratic functioning of societies, liberalization of economies from the rigid market economies to a more liberal, private economies brought changes in the concepts of social welfare and development. The definition of welfare and its content underwent radical changes. In the post-world war II period, institutional social security mechanisms have come to exist until early 1980s. Welfare states characterized by massive government intervention in the provision of social and welfare services under the banner of social justice were the order of the day. During the period of Margaret Thatcher, the welfare state concept has come in for severe criticism. In USA, a similar stance was taken by Regan government. As a result of this, the welfare spending has gradually reduced and the market intervention in the provision of social sector services has scaled up.

As discussed earlier, social welfare programmes have developed all over the world both in the developed and developing countries in the present century. They however differ in their forms, scale, content and size as also in their approaches and mechanism of administration. Each welfare system is strongly influenced by its own country's social and institutional structure and its political and economic ideology. Nevertheless, the features of the welfare systems of certain countries reflect the social priorities of each country and also illustrate a more general approach to social welfare.

6.2 Models of Social Policy:

In the historical context, the term social development has undergone important changes. Historically social development arose as a corrective measure to the pre-occupation of the National governments during early 50's with economic development only. It has been found that pre-occupation with economic growth, did not take the social parameters such as social justice, social equality, distributive justice etc. into account. It was also realized that social policy is an important instrument of bringing about social change in a society. Thrust of social policy was always influenced by the historical social circumstances of the period, the political nature of the government (polity), the level of understanding about social development and so on.

As a result of the above changes the models of social policy have evolved over a period of time influencing the states role in the provision of social welfare services to the citizens in the society. Richard M.Titmus in his address to the International Conference of Social Work (The Hague, 1972) on "Developing Social Policy in Conditions of Rapid Change: The Role of Social Welfare" suggested that one could probably identify three highly generalized models of social welfare. These models are based on the classification of the welfare systems functioning around the world. There are four principal approaches or models of provision and management of social welfare obtainable in different countries of the world. These are (i) The Familial Model, (ii) The Residual Model, (iii) The Mixed Economy Model, and (iv) The State Control Model. In the following pages we will examine how different countries looked at development and about the means to achieve development. These models are not water tight compartments. They are highly flexible and relative in terms of time and space.

6.3 Familial Model :

In all societies family plays an important role in social welfare provision, for example, in child rearing and care of the aged and disabled, although public policy emphasizes on the role of the family it varies considerably. The best example of an advanced society in which a very high value is still placed on the role of the family is France, which though like other countries, has public health, welfare, pension and social insurance mechanism, but there family structure is still relatively strong, and many social needs that are elsewhere met by government programmes are still met in by the family. The most striking example of this is provision for the unemployed. Only in the late 1960's 50 years later than most other European countries, did France acquire an unemployment insurance system. And it is still common for the unemployed French factory worker to be temporarily reabsorbed by some kind of family enterprise, either a farm or a small firm. This is possible only

because a relatively large proportion of French units whether in farming, commerce, or industry, are small family operated units. In developing countries notably in India, Joint Family system which is still in vogue among various communities despite its decline due to various factors continues to be the main support for economic security especially of the unemployed, children and old people.

6.4 Residual Welfare Model:

According to the model, the organized community takes no direct responsibility for the well being of the individual citizens. The dominant theme is one of individual autonomy and self-reliance – one's needs are met within the family or community through market mechanisms. Welfare institutions enter only when these mechanisms fail. This model corresponds to the stage at which laissez faire concept of economy prevailed where welfare was largely undertaken as charity or philanthropy. In the residual welfare model, the government intervention is very much limited and the client's status is equated to that of a pauper.

The best example of this model is the United States, where the predominant view has been that public provision for old age, unemployment and illness should be continued to a residue of the poor and the needy and that for the bulk of the population welfare provisions can best be secured through the private market, in particular through insurance. Therefore, the most important and most characteristic American social welfare programmes are the state public welfare systems, which provide a great many kinds of benefits to the poor.

6.5 Institutional-Redistributive Model.

This model accepts the cost of social as well as welfare services for every citizen as a charge on the public funds. The services are provided universally and comprehensively to all and also on a selective basis to those in special need. This model accepts the right of all individuals to basic social and welfare services as part of its concept of social justice and also because these services are aimed at preventing the disruptive effects of rapid social change. Since these services are based on altruistic rather than competitive, individualistic values, they are likely to be more integrative. Thus this approach to social and welfare services seeks to achieve distributive justice through state supported institutional mechanisms such as social services and social welfare services. This model corresponds to the stage of welfare or socialistic state and the corresponding economy is mixed or socialist economy.

This model of social and welfare services provides a bridge between the narrower and the broader perspectives of social welfare. It simultaneously recognizes the need for some universal services available to the general population and some selective services for especially needy groups in society. They are both offered in the same attitudinal and value context. As societies move from the value of charity to the value of social justice, economic development as an exclusive preoccupation begins to appear redundant. The value that establishes the tie between the 'normal' and the 'handicapped' is the same value that legitimizes the claims of the different interest and status groups in the population to a share in the resources of the community. The economic system, the social service system and the social welfare system are all linked by the same values and the social and welfare services emphasizing the altruistic, philanthropic values. In the

Institutional redistributive model, the three systems are linked by the same or mutually consistent values do not mean that the lines dividing their boundaries are unimportant.

Implications of the Redistributive Model:

The adoption of the redistributive model for a social policy would thus tend to focus at one end on the major programme of poverty removal, but at the other end it would have important implications for social and welfare services as well. The social work profession would have to pay special attention to some areas of social and welfare services in addition to programmes of poverty removal. In social services, the overall policy orientation would be to extend these services to the farthest and poorest segments of the society, both in urban and rural areas. The role of the social work profession would be to ensure that the poor segments utilize these services wherever they are available and that the barriers of ignorance, prejudice or mere social distance between those who man the services and those who need them, do not prevent their utilization. This may require a reorientation of the programmes and the personnel and a modification of some of the rules governing the delivery of services. These rules, at times, sacrifice the norms of utility and/ of utilization of a service to the norms of financial and administrative accountability.

6.6 Economic Development Model:

With the introduction of the new economic policy in 1990's, the boundaries of state and the market were under redefinition. The concept of social development and the approaches for development has also undergone change as a result of the redefining of the boundaries of the state and the market. The economy became more and more privatised and market mechanisms are seen as the delivery channels of social sector services such as health, education and housing so on. Consequently a capitalistic model of development is currently in operation in the country. The model has 3 components.

Democracy is seen on the best form of government

Private enterprise as the primary engine of economic development.

Civil society is given a major role in promoting self-provisioning of major social services outside the state.

With the erosion in the role of the state as a major development player, the civil society is emerging as a major actor in providing the welfare services to the poor and disadvantaged people. That is the reason why in many parts of the world, informal, popular, community associations and self-help groups and networks are actively promoted in bridging this gap in the service provision by the state. These services are provided not only as a way of right to the citizens but this model also envisages that the citizen should work to demand greater accountability of the state and better means of participation of the people in availing the services. In this model the state's intervention is driven by demand/supply and citizen's participation in the utilization and implementation of the services and entitlements.

6.7 Mixed Economy Model

In this model society accepts some responsibility for provision of social services in the areas of health, education, and social security. But the dominant philosophy is that the individual should pay for them through contributions to social security schemes. On the other hand, when they are offered selectively, the beneficiaries will be selected on the basis of merit. In this model, the government's intervention is moderate and the client's status is that of a user. This model corresponds to the liberal democratic polity. The services are offered as social services through mechanisms of social security, pensions, unemployment insurance etc. Basic education is available free to all but higher education is available on payment or on assessment of special merit.   The expectation is that the individual will strive and provide for himself/herself. If the individual fails, the society may aid as and when necessary through measures of public or private charity.

In West Germany by far the most important part of the social welfare system is the contributory insurance plan. The German social insurance system has provided a very successful forum for cooperation between government, social administrators, banks, insurance firms, and individual entrepreneurs. Insurance benefits are generous, they are automatically raised to offset the effects of inflation, they are linked to individual earnings, and they cover the bulk of material needs. For those unfortunate enough to fall outside the insurance system, such as immigrants, the disabled, and the long term unemployed, residual provision in the form of non contributory benefits is much less generous.

In Britain on the other hand, residual payments under the supplementary benefit system are paid at the same rate as under insurance. They are financed by the central government and are in theory available as a statutory right. The insurance system in Britain, by contrast, has been less successful than that of West Germany in covering all kinds of needs. Benefits have always lagged behind subsistence level; and numerous changes of policy by successive governments have not created the mutual confidence between public and private sectors that has been such a marked feature of the German system. In the social insurance legislation of the 1970's covering the aged; much greater emphasis was placed on the creation of an inflation-proofed state insurance fund. And it seemed likely that continuing inflation would further diminish the role of private insurance and the private pensions sector.

6.8 The Model of State Control:

This model accepts the cost of social as well as welfare services per every citizen as a charge on the national income. Services are provided universally to all and also on a selective basis to those who are in special need. These services are called positive discriminatory services or welfare services. In this model the state accepts the right of all individuals to basic social welfare services, as part of its concept of social justice and social equality. The welfare services provided are also conceived as services which are aimed at preventing the negative effects of rapid social change.

Soviet Union is the most conspicuous model of state control. Private welfare has not been entirely abolished and the insurance system is strongly marked by certain features that are often

thought of as peculiarly "capitalist". Nevertheless the whole of social insurance, residual welfare, personal social services, and the bulk of medical treatment are organized by local or provincial authorities or by local councils. The most important welfare measure of Russia is virtual abolition of unemployment. This appears to have been done partly by the exercise of economic planning and partly by strict control over the deployment of labor, particularly by the employment of workers on jobs such as street cleaning, public works, and public transport. Other interesting feature of the Soviet system are the absorption of the disabled, the provision of extended maternity leave and maintenance payments for mother with babies, and the widespread provision of nurseries and day care centers, especially in urban areas.

6.9 Antyodaya Approach:

The most effective pathway by which technological and information empowerment can reach the unreached, is the one Mahatma Gandhi described over 60 years ago as 'attention to the poorest person'. He wanted all those involved in formulating developmental policies and strategies to adopt a bottom-up approach. He said that *antyodaya* will help to promote a *sarvodaya* society, characterized by high social synergy, where one individual's economic advancement is not at the cost of another's opportunity. A *sarvodaya* society provides a win-win situation for everyone and paves the way for a sustainable future for humankind.

The following steps are involved in the Antyodaya approach.

1. The poor family is identified as a concrete reality

2. Emphasis is placed on the delivery of product assets so that the poor family begins to get regular income from self employment.

3. The administration identifies and assists the poor people, instead of waiting for the poor to come for assistance.

With the underlying philosophy the Central government announced the Antyodaya scheme wherein food grains are allocated to one crore poorest of the poor families at subsidized rates. The process of identification of the poorest of the poor amongst the BPL (Below the Poverty Line) families is done by the state governments and the beneficiaries are issued ration cards. The poorest of the poor families will qualify to get 25 kg of food grains under the Public Distribution System at subsidized rates of Rs. 3 per kg for rice and Rs. 2 per kg for wheat. So far, about one crore people have benefited from this scheme that is aimed at the 'poorest of the poor'. The expanded scheme will now cover 23% of an estimated 6.52 crore BPL families in the country.

6.10 The Present Scenario:

Every modern government, consciously or unconsciously, adopts one of the models depending upon its resources, level of technological development and the pressure exercised by organized political opinion in one or the other direction. It is a part of the responsibility of the social work profession to create a public opinion in favor of a model of social and welfare services consistent with egalitarian goals.

The development model chosen for India, as done by most other developing countries as well, was essentially based on western techno-economic approach to modernization. The transfer of technology and the growth of the GNP were regarded as the two major elements of development

intended to make the country modern and prosperous. The assumption was that this was a frontal attack on poverty and that with the progressive rise in national income, the problems of the weaker sections of the population would almost automatically dissolve.

With the introduction of the new economic policy in 1990's, the boundaries of state and the market were under redefinition. The concept of social development and the approaches for development has also undergone change as a result of the redefining of the boundaries of the state and the market. The economy became more and more privatized and market mechanism is seen as the delivery channels of social sector services such as health, education and housing and so on.

With the erosion in the role of the state as a major development player, the civil society is emerging as a major actor in providing the welfare services to the poor and disadvantaged people. That is the reason why in many parts of the world, informal, popular, community associations and self-help groups and networks are actively promoted in bridging this gap in the service provision by the state. These services are provided not only as a way of right to the citizens but this model also envisages that the citizen should work to demand greater accountability of the state and better means of participation of the people in availing the services.

6.11 Key words:

1.   Civil society

2.   Economic development

3.   Economic policy

4.   Social justice

5.   Social security

6.   Welfare services

6.12 Self Assessment Questions:

1.   What are the models of social policy? Explain in detail.

2.   Discuss the relevance of the models to social development.

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Lesson – 7
SARVODAYA APPROACH TO SOCIAL DEVELOPMENT

7.0 Objective:

The objective of the present lesson is to understand the Savodaya approach to Social development.

Contents:

7.1 Introduction:

The term Sarvodaya literally means "the rise or welfare of all". It consists of two Sanskrit component words, *sarva* and *udaya,* which mean "all" and "rise" respectively. It was first used by Mahatma Gandhi as the title of a booklet in which he gave a gist, in Gujarati, of John Ruskin's famous book "*Unto This Last*." The word later came to denote a way of life or an ideology based on truth and non-violence as propounded and exemplified by Gandhiji in his life. After his death, Acharya Vinoba Bhave has made significant contributions both to the theory and practice of Sarvodaya, particularly through his *Bhoodan* Movement. Today Sarvodaya stands for a philosophy of life and a programme of action which embraces many aspects of life including the social, the economic and the political. It aims at a complete transformation of the present social structure through quiet, constructive, social work carried on primarily at the village level, with a view to initiating a non violent revolution and establishing a more just social order.

Objectives and goals

The broad objectives of the Sarvodaya approach are:

1.	To create a stateless and classless society through non violence means

2. No exploitation and no class of rich or poor

3. Every individual will have freedom of expression and profession residing any where in India

4. There will not be any hatred among people of different religions

The specific goals of Sarvodaya are:

a) Political – To establish Gram Swaraj,

To establish new polity based on democratic decentralization

b) Economic - To establish the principle of sharing voluntarily in order to reduce inequalities and develop a sense of belonging through distribution of land

To develop encourage village industries and agro based industries

To encourage growth and development of appropriate technology to meet the basic needs of life in the community in keeping with the natural environment

c) Social – To improve quality of life so that people can live harmoniously and in an integrated fashion with the fellow beings

To work for abolishment of caste and class differences

To establish social equality and thereby end exploitation of people

d) Moral and religious – To secure spiritual advancement in line with the growth of science for the harmonious development of human personality

To adopt right means to achieve right ends

To emphasize the need for developing ethical values in all fields of life.

And to grow towards an integrated human being.

7.2 Historical Aspect :

Sarvodaya has its roots deep in the ancient Indian spiritual tradition. Sarvodaya looks up on service to society as the *raison de 'etre* of man's life on earth. In this sense, Sarvodaya is all social work and nothing else. The ideology of Sarvodaya is not a product of intellectual theorization. It grew out of the activities, experiences and inner convictions of a great soul who wanted to do away with all kinds of social disabilities, injustices and inequalities. In South Africa Gandhiji was engaged in resisting racial discrimination. While there, he happened to read in 1904 John Ruskin's *Unto This Last*. The book made a deep impression on him. He "determined to change his life in accordance with the ideals of the book". The teachings of *Unto This Last* as understood by Gandhiji were, firstly, that the good of the individual is contained in the good of all. That is why Gandhiji named his Gujarati adaptation of the book as "Sarvodaya ". Secondly a lawyer's work has the same value as

the barber's in as much as all have the same right of earning their livelihood from their work. Thirdly the life of labour i.e. the life of the tiller of the soil and the handicraftsman is the life worth living.

Gandhiji realised that it was not enough just to pray to God that all should be happy. It was every man's duty, more so of a social worker, to strive to establish a society which would be based on justice and equality. This was a stupendous task, undoubtedly. But Gandhiji decided to begin with himself. At the Phoenix Settlement in South Africa, therefore, Gandhiji decided to put the ideas of *Unto This Last* into practice. Thus with the use of his weapon of passive resistance against racialism and a deliberate attempt to live a life of simplicity and labour, the ideology of Sarvodaya began to take shape at Gandhiji's hands, while he was still in South Africa.

7.3 Sarvodaya in the Gandhian Era:

On arrival in India in 1915 it seemed that Gandhiji at first wanted to devote himself to social work alone. He had sent an application for membership of the Servants of India Society in Poona. But on learning that opinion amongst members of the Society was divided on the advisability of admitting a passive resister like Gandhiji into the Society, he himself withdrew his application. Later, during 1920 and 1921, he became the unquestioned leader of the non-violent struggle for India's independence. At the base of all his political activities, however, was the fourteen-point Constructive Programme. "Fulfilment of constructive programme is Swaraj", he once declared. The Constructive Programme placed before the nation by Gandhiji was so wide in its ideational sweep that it covered almost all kind of social work in its compass and much more. Never has social work in its history had such a deep connotation, nor has it ever been conceived on a more comprehensive or grand scale. Communal unity came first and foremost. Then there was removal of untouchability, prohibition, *khadi*, other village industries, village sanitation, *nai talim* or basic education, organisation of women, students, peasants and industrial labour, service to patients of leprosy and lastly, service to the tribal people. "If we wish to achieve *Swaraj* through Truth and Non-violence", wrote Gandhiji "gradual but steady building up from the bottom upwards, by constructive effort, is the only way… Progress towards *Swaraj* will be in exact proportion to the increase in the number of workers who will dare to sacrifice their all for the cause of the poor."

7.4 Sarvodaya in Vinoba's Era:

(a)　Bhoodan and Gramadan: Immediately after Gandhiji's death in 1948, Sarvodaya Samaj, a loose non-political organisation of the nature of a federation, was formed by those who believed in the Gandhian ideas. Akhil Bharat Sarva Sewa Sangh is another smaller organisation that came into existence. In it were merged some of the old Gandhian institutions for constructive work. With the inauguration, however, of the *Bhoodan* Movement by Vinobaji in 1951, Sarvodaya not only consolidated for itself the gains of the Gandhian era, but ventured forth into a new and more extensive field of social work, which had deep economic and political significance also.

By its own dynamics, the *Bhoodan* Movement, between 1952 and 1958, flowered into a *gramadan* movement. Vinobaji's appeal for voluntary renunciation of individual ownership of land and for vesting it in the village community was a radical extension of Gandhiji's Theory of Trusteeship

to landed property. More than four million acres of land was donated in *Bhoodan*, out of which over a million acres have been distributed amongst landless labourers all over the country. Similarly, about 8,000 *gramadans* have been declared up to March 1965. The work of distributing *Bhoodan* land and of getting *gramadan* land transferred from individual holders to the *gramsabha* of each village is, however, proceeding rather slowly. Legal difficulties of various kinds have mainly caused the delay. Land in *gramadan* villages is not necessarily cultivated collectively. And yet declaration of *gramadan* is still rightly considered to be a radical step. For, in a *gramadan*, individual ownership of land comes to an end. Besides, at least one-twentieth of the total land is made available for cultivation to the landless labourers in the village.

The next step in the *gramadan* movement is the establishment of *grama-swaraj*, that is, complete self-government. Under this the villagers are expected to learn to shoulder the responsibility of village administration and village development in every sphere. This, in fact, would be democracy at the grass roots. The villagers would try to be self-reliant and make their own arrangements, as far as possible, in regard to promotion of education, provision of work to the unemployed or underemployed through a policy of encouragement of *khadi* and other village industries, village sanitation, medical aid, preservation of law and order and administration of simple justice. The crowning achievement denoting the completion of the construction of the edifice of *grama-swaraj* would be the raising of a *shanti-sena* in each village. The numbers of this peace brigade would normally function as *loka-sewaks*, servants of the people, who would be engaged in serving the people of their respective localities in various capacities. In times of communal or other tensions and riots the *shanti-sainiks* would assume the role of non-violent police. It is thus obvious that the whole programme of *bhoodan* and *gramadan* is an attempt to devise ways and means to establish an ideal non-violent social order.

(b) Reconstruction Work: The *gramadan* movement has, in spite of many difficulties, made considerable headway both in the tribal and non-tribal areas in some parts of the country. The first *gramadan* that was declared on May 23, 1962, is situated in Hamirpur, district of Uttar Pradesh, which is a non-Adivasi area. It has made steady progress over years in the direction of self-sufficiency in food and, what is more remarkable, in clothing also. Loni, another non-Adivasi village with a population of 5,000, in the Vidarbha region of Maharashtra, was declared *gramadan* during Vinobaji's *padayatra* in that area early in 1964. It deserves special mention, because some of the landowners who took initiative in the matter are not only well educated but a few of them are even practicing lawyers and doctors. The Batlagundu area in Madurai district of Madras State, which again is non-tribal, has some of the most active *gramadans* in the country. Similarly, there are also large tribal tracts such as Koraput district of Orissa or small compact areas such as the Rangpur group of villages near Baroda in Gujarat, where a number of *gramadans,* declared over a decade ago, have been registered under the law either as *gramadans* or *grama-swaraj* societies and are making good progress in reconstruction work.

The attitude of the Central and State Governments and some of the major political parties in the country towards the *Bhoodan* and *Gramadan* Movement has from the very beginning been sympathetic. The contribution to the solution of the land problem, said the First Five Year Plan

Report, which *Bhoodan* was then making "has a special value; for it gives to the landless worker an opportunity not otherwise easily available to him".

The Yelwal Conference on *gramadan* held in September 1957 near Mysore was attended by Dr.Rajendra Prasad, Shri Jawaharlal Nehru, some other Congress leaders and leaders of two or three opposition parties including the Communist Party. At the end of the Conference, they issued a joint appeal, which among other things said: "The participants in the Conference welcomed this *gramadan* movement and expressed their high appreciation of the objectives underlying it… It appealed to all sections of the Indian people to give this mission their enthusiastic support." A paragraph that followed went further and declared that "closest co-operation was desirable between the community development movement and the *gramadan* movement". But nothing much came out of this public declaration of collective support and appeal by so many prominent leaders. Many State Governments, however, set up *Bhoodan* Boards to keep proper records of lands donated in *Bhoodan* and to transfer legally all lands distributed among landless labourers. Similarly, some State Governments such as those of Assam, Bengal, Orissa, Rajasthan, Maharashtra and Madras have in recent years passed legislation with a view to facilitating the smooth transfer of ownership of land to the *gramasabha* in *gramadan* villages. It has also been the policy of the Central, as well as the State Governments, to help reconstruction work in *gramadan* villages by making suitable grants and loans.

c*) Allied Programmes and Activities***:** Apart from securing declarations of *gramadans* and initiating *gramanirman* work in those villages, there are many other allied activities which form part of the comprehensive Sarvodaya movement. In fact, *gramadan*, "village-oriented" *khadi* and *shanti-sena* together constitute a unified three-point programme, as adopted at the last annual Sarvodaya Conference held at Raipur in Madhya Pradesh in December 1964. Accordingly, enrolment and training of new *shanti-sainiks* and opening of new *shanti-kendras* are going on apace all over the country. Many experienced and trained *shanti-sainiks* rendered much quiet, but valuable service at the time of the communal disturbances in Calcutta and Rourkela early in 1964 and at the time of the rioting in Madras State over the language issue in February 1965. In the wake of the Chinese thrust in 1962, the *shanti-sena mandal* sent a few volunteers to the northern border areas including NEFA, where they have commenced Sarvodaya type of social work among the tribals. Apart from efforts to promote *khadi* in co-operation with the All India Khadi and Village Industries Commission and the State Khadi Boards, Sarvodaya workers organise Sarvodaya *melas* or fairs at various places in the country on the 12th of February every year. Believers in Sarvodaya offer one hank each of self-spun yarn to local Sarvodaya *mandals* in memory of Gandhiji. The Punjab Sarvodaya mandals established an all time record by collecting 1,10,000 hanks in a single day.

7.5 Sarvodaya Patra:

A novel idea for impressing upon citizens the need for some constant sacrifice for the welfare of the less privileged members of the community was invented by Vinobaji in 1958. It was the *Sarvodaya Patra*. This is a small receptacle to be kept in each house. Before lunch every day, the youngest member in the family, who would usually be a child, is to make an offering of a handful of grain into it. Offering a *paisa* is also permissible. Monthly collections from such

Sarvodaya patras are to be handed over to the local *shanti-sainik* for promotion of Sarvodaya work. Keeping a *patra* like this amounts to an *active, daily vote* for Sarvodaya programme and ideology. Though it cannot be said that this novel idea of securing mass support for a programme has caught the imagination of the people, a little headway has already been made in small towns and even big cities like Indore, Baroda, Calcutta, Bombay and Madras. But some remarkable success has attended the efforts of *Bhoodan* workers of Andhra in Tenali and other towns in that area. About 35,000 *Sarvodaya patras* are being maintained there fairly regularly since 1958. It is quite evident that this praiseworthy measure for making social work decentralised, and what is more, financially self-supporting, has tremendous revolutionary potentialities. It need hardly be emphasised that it has also deeper cultural significance than a similar activity in the U.S.A. known as the Community Chest Movement.

But as a phase of the *Bhoodan* Movement, it certainly brought to the fore one of the social aspects of Sarvodaya philosophy. It emphasized that both environmental and inner moral hygiene was as important as, or even more important than, outward physical hygiene.

Around 1960, there was another activity, incidental to *Bhoodan*, which Vinobaji and his followers had to undertake during his *padayatra* in Madhya Pradesh. It carried great significance for all social workers, for it was a piece of social work of a very unusual nature. People in Bhind and Morena districts had for long been harassed by dacoits who had made the inaccessible forests and ravines of the Chambal Valley their home. No previous governments before Independence had been able to completely bring to an end their unlawful activities. The State Government of Madhya Pradesh had posted, as before, armed police in the area. But the police had not succeeded in putting an end to the menace and removing from the minds of the law-abiding citizens, the sense of insecurity and danger to life and property. Vinobaji's approach to the problem was quite novel and completely non-violent. In all humility and with cautiousness, he and his followers first won the confidence of the "rebels against society" as the dacoits chose to describe themselves. The dacoits realised that not only Vinobaji, but his followers also were quite fearless though unarmed, that they believed in non-violence not as a policy, but as a creed of life, and further that these well-meaning friends had nothing but love and compassion for them though society in general had branded them as "wicked devils". Vinobaji's behaviour towards the dacoits was a marvel of a lesson for students of applied psychology and the change of heart of the "criminals", a fit subject for social case work. About twenty dacoits surrendered their arms at Vinobaji's feet and expressed readiness to undergo any punishment meted out to them by law courts for their past crimes. Vinobaji's sympathetic identification with the dacoits on a spiritual level achieved in an instant what could not be achieved by bayonets and bullets over years! Dr.Rajendra Prasad, the then President of India, sent a telegram of congratulations to Vinobaji on his remarkable achievement. Unfortunately, however, there was some irrational opposition from some unexpected quarters and the experiment had to be cut short. Even then the limited, yet successful, experiment based on principles of Sarvodaya indeed pointed to the direction of future reform in criminology and penology as well.

7.6 Sarvodaya in the International Field:

Though the ideology of Sarvodaya is a product of the native soil and stands firmly on the rock of Indian tradition and culture, it has great significance for the whole world today. Its immediate

origin in modern times was, as is well known, in the writings and thoughts of three eminent thinkers of foreign lands. Apart from John Ruskin's influence on him, Gandhiji admitted his ideological debt to Tolstoy and Thoreau. The cardinal principles of Tolstoy's Christian philosophy were brotherly love and non-resistance to evil. Thoreau's essay on "Resistance to Civil Government" provided Gandhiji with a basis for his theory of *satyagraha.* Thus Sarvodaya as it was formulated in Gandhiji's mind before he came to India, owed much to three different thinkers from England, Russia and America. It is, therefore, already international in its origin.

It is true that at present there is no international Sarvodaya movement as such. But Vinobaji believes that there is no need for a world organisation for the spread of Sarvodaya. For, ideas have wings. This is truer in this age of science than ever before. Gandhiji's influence is felt all over the world. For, many principles of Sarvodaya are of universal validity. The programmes may vary to suit different problems, different conditions and different cultural backgrounds. The fight against racial discrimination in the U.S.A. is a good example of how principles and programmes of Sarvodaya could have universal application. While conducting his brave campaign for securing equal civil rights to the American Negroes the late Martin Luther King, Negro leader, had all along been guided by Gandhiji's teachings on non-violence and *satyagraha*. Similarly, Vinobaji thinks that if we achieve something worthwhile by way of implementing the radical programme of *gramadan*, *grama-swaraj* and *shanti-sena* in our own country, the ideas of decentralised democracy and non-violent social revolution are bound to evoke a spontaneous response in the minds and hearts of social reformers, revolutionaries, social scientists and political thinkers in other countries. In September 1962, Mr.Bertrand Russel, the famous British philosopher, had extended an invitation to Vinobaji to go over to London to participate in a demonstration against nuclear weapons. He paid a very high compliment to Vijobaji, saying, "You have come to symbolise the role of conscience in human affairs". But Vinobaji politely declined the invitation. He said that he believed he was helping the cause of world peace by spreading the message of *gramadan* in villages and trying to evolve a pattern of people's voluntary participation in building up a non-violent social order in India.

Mention, however, must be made here of one of Vinobaji's novel and powerful ideas which have enriched Sarvodaya thought since Gandhiji's death. During his *padayatra* in Mysore in 1958, he coined and gave the people a new *mantra*, "Jai Jagat" – a sacred slogan which means "Victory to the World!" People of every nation must discard narrowness of outlook and foster positive goodwill and friendliness to peoples of the whole world in this age of science, fast travel and shrinking distances. By popularising the idea, Vinobaji wants people to realise the unity of interests of all nations in the modern world. "Jai Jagat" implies that the good of a nation is contained in the good of all nations. This is nothing but an extension to the international sphere of Ruskin's principle that "the good of the individual is contained in the good of all".

Between the years 1951 and 1964, the *Bhoodan* Movement attracted several foreign visitors to India. Apart from ambassadors and such other dignitaries, these were Quakers, pacifists, war resisters, Buddhists and believers in non-violence, who were more genuinely interested in the social significance of the movement. Some of them even participated in it or helped it in some way or other. Akhil Bharat Sarva Seva Sangh recently decided to drop the adjective "All India" from its name, with a view to extending its field of service beyond the nation's borders, at least notionally, to

begin with. Shri Jayaprakash Narayan, whose position in the *Bhoodan* Movement is next only to Vinobaji, has been mainly instrumental in bringing leaders of peace movements in other countries in close contact with the Sarvodaya movement in India. This process has brought benefits to both. A fairly regular periodical exchange of views and occasional reciprocal visits by prominent workers from India and from abroad has also been taking place in recent years. There was also active co-operation between them in some common projects such as the Delhi-Peking Friendship March in India or a mission to Kenya in Africa. Some foreign visitors amongst whom may be mentioned Lanza Del Vasto of France, Donald Groom and Hallam Tennyson of Great Britain and Daniel Hoffmann of America have written books on Vinobaji and the *Bhoodan* Movement to acquaint their countrymen with the revolutionary nature of the Land-gifts Mission and the uniqueness of the technique of *padayatra*.

But it is not the number of books published about Vinobaji and the *Bhoodan* Movement in foreign countries which would present a correct picture of the role of Sarvodaya in the international field. For such books do not add up to much of a literature on the subject. A great number of other books, however, have been published during the past half a century or so, which have themes very much related to some of the broad fundamental principles and programmes of Sarvodaya. Some of the themes are opposition to war, including opposition to nuclear weapons, non-violent resistance, moral equivalents of war, unilateral disarmament, world peace, the tragedy of the modern "economic" man, the evils of industrial civilisation, return to Nature, decentralisation of economic production, decentralisation of political power, racial discrimination, problems of alcoholism, juvenile delinquency, adult crime or mental hygiene. There is a growing body of opinion among thinkers and social scientists in the highly industrialised countries of the West that there is definitely something wrong with the accepted values, social patterns or norms of progress and that there is a need to take a fresh look at some of these. They find that with the progress of science and technology, civilisation has consciously or unconsciously tended to be "satanic", as Gandhiji chose to describe the Western civilisation as early as in 1909 in his booklet "Hind-Swaraj". Progress need not necessarily be equated with mere tremendous advance in the scientific or industrial spheres. It is not quite correct to assume that man, whether in the developed or underdeveloped countries of the world, would be happy if only material plenty or abundance of wealth was created with the discreet use of science and technology. It is as yet too early to claim that the deep, long-term social or economic implications of the Sarvodaya ideology have begun to be fully appreciated in the West. But the independent thought and writings of a number of authors such as Ralph Borsodi, Stuart Chase, Edward Carpenter, Rene Fullop-Miller, Louis Mumford, Gene Sharp, Richard Gregg, Phillip Spratt, Wilfred Wellock, Bertrand Russell, Neibuhr Reinhold, Horace Alexander, Joan V.Bodurant, A.J.Muste, Aldous Huxley, R.H.Tawney, Martin Luther King and Erich Fromm are in some respects definitely veryclose to Sarvodaya ideas on the issues, problems and themes enumerated above. It is possible that with the rapid industrialisation of Asian countries on the pattern of Western or even Communist countries, social evils concomitant to industrial civilisation would be more marked and apparent. It would be then that the Sarvodaya outlook on the role of science and technology, concept and meaning of progress, choice between violence and non-violence as a means of settling disputes and methods of establishing peace, universal brotherhood and one world, would perhaps seem more relevant and more acceptable than today.

7.7 Sarvodaya and Social Work:

It is possible to argue that activities connected with the *Bhoodan* or the Sarvodaya movement cannot legitimately be called social work. For, *bhoodan*, gramadan*, grama-swaraj* or *shanti-sena* are parts of a programme which has transformation of the whole economic and political structure of the present-day society as its main objective. This is true so far as it goes. On the other hand, one finds that it is not very easy to define the term social work itself. The concept of social work as it is understood today is only a century old. But philanthropy has all along been considered a necessary ingredient of man's culture in the past. This was especially so in India. Modern, "scientific" social work seems to regard old-time charity, philanthropy or poor relief with certain superciliousness. It may be remembered here that Marxists in the pride of their new ideology of "scientific" Socialism, have always decried the theories of Saint-Simon, Fourier or Robert Owen as unscientific or "Utopian" Socialism. However that may be, it is not difficult to see that all social work whether of a rich philanthropist, of the social case worker, or the social group worker belonging to government, or of the Gandhian constructive worker or the *Bhoodan* worker is essentially an expression of a feeling of sympathy and readiness to help those who are physically handicapped, socially weak or suppressed, economically backward and needy or mentally disturbed and maladjusted. Social work in underdeveloped countries, at least today, necessarily includes, "relief or prevention of poverty, care and prevention of disease, treatment and reform of the criminal and the general abolition of conditions which hinder progress in a nation's industrial or economic life". Spread of scientific thought and material prosperity has greatly changed the nature and scope of social work in the highly industrialised countries of the West. Religious or ethical motivation has been replaced by sociological or economic considerations. In countries like the U.S.A. or Canada, social work is mostly professional social case work. The influence of psychiatric thought and practice is evident in all kinds of social work. The spirit of scientific investigation and the development of a scientific methodology and terminology is all to the good. But care must be taken to see that the methodology does not become an obsession and the scientific terminology does not degenerate into an unmeaning jargon. Much harm has already been done by wholesale, unthinking and unnecessary importation of a technique and a terminology quite foreign to the Indian mind. Constructive work, that is still being done by the Gandhi Smarak Nidhi, Kasturba Smarak Nidhi, Adimjati Sewak Sangh, Khadi institutions or Sarvodaya Mandals all over the country is still free at least from this mental dependence, whatever other drawbacks it might be suffering from. Thus, *bhoodan* and *gramadan* activities are obviously not social work in this restricted sense of the term.

It seems that social work in the Western countries is finding itself in a real quandary in the last two or three decades. Governmental action such as categorical relief through appropriate legislation, social insurance and departmental welfare activities is replacing voluntary interest and effort in every field of social work. The most persistent problem has been "whether social work is, should be and will be chiefly the expression of organised philanthropic and individual voluntary interest or whether it is primarily, and therefore, fundamentally, the organised expression of planned social economy both as a temporary remedy for particular individuals and as a constructive and orderly mechanism for changing social conditions". From January 1965, 7,000,000 collective farmers in Russia have started drawing old age and disablement pensions. This additional measure of welfare adopted by the State brings the number of Russian citizens on the governmental pension

rolls to a total of 30,000,000! Though ideologically opposed to Communism and the Managerial State, and though wedded to democracy, the Western nations, perhaps under the imperceptible pressure of Marxian ideas and practice are exhibiting tendencies towards gradual but complete "socialization" of social work. In the name of Welfare Statism or Democratic Socialism, all power and authority whether in matters social, economic or political, tends to get centralised. Even in a democratic context, concentration of power in the hands of a few is as undesirable as similar concentration of wealth in any society.

Sarvodaya, therefore, invites and encourages people's initiative and voluntary participation as much in minor social work as in major social or political reforms. It does not look down upon philanthropy, though it takes care to disconnect it with rewards in a life hereafter. Sarvodaya tries to make practice of philanthropy universal and expects to create an atmosphere wherein accumulation of excessive wealth in individual hands will come to be looked upon as much a social crime as theft itself. Sarvodaya thus wants to change acceptance of a new value system by the people at large. The whole of the Sarvodaya programme of today viz., *bhoodan, gramadan, gram-swaraj* or *sarvodaya patra* and the techniques of its implementation represent in a way a powerful ideological movement against the tendency in modern societies towards concentration of economic and political power and dependence of the people on the State for every small measure of social service or social welfare. Voicing his criticism of the Welfare State in an unusually strong language, Vinobaji once said:

"People criticise the Government when administration is bad. This kind of work is already going on. I, however, raise my voice powerfully against the Government only when I find that it is doing some good work. What hurts me most is that some one should rule us well and we should become the ruled. Thus I find it absolutely necessary to say to the people, that you are becoming sheep! Today there is a farce going on in the name of democracy. Today in the name of the 'Welfare State' much power and authority reside in the hands of the Central Government. Even if the people feel that they are under this Government somewhat happier than before, I would not be prepared to call such a state a 'well-fare state' but an 'ill-fare state'. It is no welfare whatsoever to make the political power concentrated in the hand of a few persons."

7.8 Sarvodaya as a Philosophy for all Social Work:

From a programme of passive resistance against racial discrimination in South Africa, Sarvodaya has grown into a comprehensive and powerful ideology and programme of action of universal significance. Social work, whether in other democratic countries or in India, has had yet no philosophical objectives or any well thought-out philosophy for itself. With its insistence on the purity of means for achieving desirable ends, adherence to non-violence, its moral and spiritual basis combined with an emphasis on the urgent need for transformation of the material and social conditions of vast masses of the poor people in India, its catholic, non-sectarian and world outlook, its practical programmes for the realisation of high ideals, its non-political character and finally its belief that through service alone can peaceful social changes be introduced, Sarvodaya is likely to prove an ideal philosophical basis for all types of social work, whether, lay or professional, in India at least, if not elsewhere.

7.9 Key words:

1. Bhoodan

2. Decentralisation

3. Gramadaan

4. Gram swaraj

5. Padayatra

7.10 Self Assessment Questions:

1. How Sarvodaya concept was conceived and how it was brought forth?

2. Discuss Sarvodaya approach and its relevance to social work profession.

7.11 Reference Books:

1. Nargolkar, V.S. (1968) Sarvodaya in *Encyclopedia of Social Work, vol.2,*

   New Delhi: The Planning Commission, Govt.of India

2. Ministry of Welfare (1987) *Encyclopedia of Social Work, vol.3,* New Delhi: Govt.of India

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Lesson- 8

SOCIAL POLICY AND SOCIAL PLANNING

8.0. Objective:

The objective of this lesson are to explain social policy and social planning.

Contents:

8.1. Introduction
8.2. Social policy as investment in man
8.3. Social policy and social planning
8.4. Economic and Social planning
8.5. Social planning
8.6. Economic and Social objectives of planning in India
8.7. Economic and Social Integration
8.8. Summary
8.9. Key words
8.10. Self Assessment Questions
8.11. Reference Books

8.1. Introduction:

The world social situation has undergone profound changes since the declaration on social progress and development in 1969 by the U.N.O. The severe economic recession of 1980's has resulted in serious imbalances in several countries. In many developing countries, mass poverty, unemployment and under employment, illiteracy, limited opportunities, sharp contrasts in living standards and the absence of services, especially health and education, remain the dominant features of the social situation (U.N.O:1988)

Need for Redirection of Policies:

It is felt by the social scientists that social welfare policies are in need of redirection. The persistent economic crisis, lack of financial resources, emerging population patterns, economic structures, changing technology and popular aspirations call for adjustments in policies and priorities. There are major differences in coverage and scope of social security and social welfare- programmes in different regions of the world, but all countries share a common concern to refine and reorient programmes in line with emerging social needs.

8.2. Social Policy as Investment in Man:

According to Gunnar Myrdal , the poor countries are laying too little emphasis on productive investments in human beings. The investments in man have long run benefits. They are not different from the investments in capital projects like dams and power plants (Myrdal:1969).

Gunnar Myrdal characterized some of the countries including India as "Soft states". These countries were lacking political will to implement the development plans with vigour and determination. In view of the complex socio-economic problems that the developing countries are facing, the policy makes and planners will have to be always visilant. They should not regard intentions as achievement, tokenism for complete elimination of problems or mere beginnings as accomplished facts (kulkarni: 1979)

'Contents' view versus process' view:

According to Titmus, under the pluralistic view of social policy, each sector of welfare i.e. health, education, housing, old, handicapped, children need a separate social policy. It is called ' contents' view of social policy as opposed to its ' process' view. The process view aims at one single social policy binding all into a unitary whole. The various policies guiding different sectors are sub-systems of one social policy. Developing countries continue to rely more on
' contents' view. Even the developed countries have policies governing different sectors of welfare-i.e, education, health, social welfare. In the absence of integrated social policy, it is difficult to know the impact of social policy on social change. Social change is not merely the sum total of the achievements on different welfare fronts. It is the result of multiple interaction taking place between different types of achievements (pandey : 1985)

American Approach versus British approach:

Social policy is something to do by the government alone (Briggs). It is closely identified with government because, it is evolved in the British and American settings. The American approach to social policy involves " Minimum intervention by government and that too when individual and community's efforts fail to alleviate problems (schorr). The British approach has been rooted in the state's right to intervene and "Interfere with individual freedom and economic liberty to promote the welfare of the whole population". (schorr)

Though both the approaches are opposed to one another, they have identified social policy with the role of government. Social policy has been regarded as a government activity. Depending upon the political ideology, it could be either 'limited' in the American sense or 'broad' as the British view it.

People's involvement: implications for social change:

Though British concept of social policy allows for state intervention, much is left to the political will of the leadership. According to Myrdal, most of the developing countries have 'soft' leadership. To modify the social policies, organized efforts are to be made by the people. In developing countries, social policy should not become the exclusive concern of the government. In some developing countries, the governments are made to modify their social policies to accommodate the wishes of people.

To modify or change the social policies, (a) organized efforts are to be made by the people and they should articulate social policies, which are likely to achieve the desired social change. The feminist movement in India and in other developing countries is active in this direction. There is much to be done in terms of freeing social policy from the exclusive control of government. There is need to educate the people and broaden their perspective about social policy so as to enable them to initiate social policy rather than merely react to the policy formulated by government.

Social change in Development countries:

By Social change, one is referring to transformed social change, which is planned, deliberate, and even regarded as social development. The role of social policy is to guide such processes, which ultimately culminate into social change.

Almost all developing countries, irrespective of their forms of government and political ideologies have one thing in common-stark economic disparity, as a result of this, there is dependence of those who are poor on those who are rich. The dependence is exploited in myriad ways even beyond economic consideration. There are different forms of exploitation, which include deprivation, exploitation, extortion, dependence and atrocities. These are not mutually exclusive. There is exploitation of man by man in one form or another. At macrolevel, this exploitation is perpetuated by the developed countries on developing countries, at micro level within any developing countries this is reflected through the rich man over the poor, the high caste over the lower caste, the make over the female, the adults over the children, the able over the disabled and so on (pandey: 1985) the developing countries should initiate the social development programmes to protect weaker sections against exploitation and to enable them to participate in the development activities of the nation.

8.3. Social Policy and Social Planning:

Social policy is the link between the Constitution and plans. It is the policy governing the promotion of social welfare services as part of development plans. The social services in India in our five year plans will determine the relative importance of social planning in the development plans as a whole. Our five year plans have broader social objectives. The social objectives in our five year plans are broader than the economic objectives. The documents of five year plans will throw light on the social policies in India. The five year plans have been introduced as chief instruments for translating our social policy into reality. The five year plans did not set before them the objectives of economic prosperity alone. The plans advocated growth with justice, more production with equitable distribution and development with welfare.

India five year plans were endowed with a social consciousness form the very beginning. The social policies and programmes are being implemented through the five year plans.

Meaning of Planning:

Dimack, defines planning as the use of rational design as contrasted with chance, the

reaching of a decision before a line of action has started. In the words of millet, planning is the process of determining the objectives of administrative effort and of devising the means to achieve them. In short, planning is the conscious process of selecting and developing the best course of action to accomplish a defined objective.

Concept of Planning:

Economic development of under developed countries is most urgent to raise their levels of living and to remove unemployment. However, economic development is not a simple process and requires advancement in various directions. Due to limited resources, their balanced utilization for the production of various types of goods is essential and this requires economic planning. Economic development could not take place by itself automatically, consequently, it must be planned. The state has to pursue many other goals. It has to secure justice – social, economic and political for all. Thus it is not only a question of more production but equal distribution and provision of social services and social measures to various types of groups.

Many countries which have achieved political independence after the second world war were anxious to have planned change in the various spheres. The national planning commission was appointed by the Government of India in March, 1950. to make an assessment of the material resources for the balanced utilization of capital and human resources of the country and to formulate a plan for the balanced utilization of the country's resources so as to promote a rapid rise in the standard of living of the people, to provide employment to all the workers and have fair distribution so that the ownership and control of material resources is not concentrated in the hands of a few people.

Objectives of Planning:

The Planning commission in the first five year plan observes, " the objectives of planning in India at the present is to initiate a process of development which will raise living standards and open out to the people new opportunities for richer and more varied life. Planning involves the acceptance of a clearly defined system of objectives in terms of which to frame overall policies. Planning is essentially an attempt at working out a rational solution of problems. It is also an attempt to coordinate means and ends. It is thus different from the traditional hit and miss methods. Planning has wider objectives such as full employment, removal of inequalities, maximum production, the attainment of economic equality and social justice. The objectives are not really different from one another. They are related aims which the country must work for. None of these objectives can be pursued to the exclusion of others. A plan of development must place balanced emphasis on all of these.

Need of Planning:

The objective of economic and social planning comes from the problem of poverty and inequalities of income, wealth and opportunities. The elimination of poverty cannot obviously be achieved merely by redistributing existing wealth nor can an increased production remove existing inequalities; the two have to be considered together.

Priorities in Planning:

Within limited period, there is always a measure of conflict between one objective and other. In the formulation of a plan for a given period, it is necessary to proceed in terms of priorities as between those objectives themselves laying more stress on some than on others. The quality of a plan depends upon the relative emphasis that it lays on the various objectives.

8.4. Economic and Social Planning:

The objectives of planning are both economic and social and they are inter-related. In its economic aspects, planning seeks higher employment opportunities. In comparison with social planning the aims and methods of economic planning are more narrowly defined and more capable of measurement. One the other hand, social planning has broader goals. Provision of equal opportunities for different sections and a fuller life for each citizen are the goals of social planning. Social planning may be said to comprise four main areas of effort; 1. Development of basic social services such as education, health, housing, 2. Rural and urban welfare; 3. Welfare of the weaker and more vulnerable sections of the community, (4) Social security measures.

Planning is means to social change in a wider sense. In economic planning, the marginal principle is widely applicable. According to this principle one must not put resources into a particular economic activity beyond a point. If we put resources beyond a point, they will not increase total welfare. The transfer of marginal units to some other activities would increase total welfare. The transfer of marginal units to some other activity would increase total welfare.

Problems of planning:

The problems of planning may be broadly discussed under 3 main heads, namely: 1.Resource allocation, 2. Formulation 3. Execution of plans

(1) Resources Allocations:
The problem of allocation of resources for different sectors in the development planning arises in the form of choices between different alternatives. We will have to choose in between (a) Consumption and investment , (b) Between investment in the human being and investment in material capital, (c) Between public works and other productive activity. (d) Between industry and agriculture

(2) Formulation of plans:
The next problem is the need to know the process of formulating the development programmes. The formulation of plans needs 2 steps
   (a) The assessment of resources available through technical and surveys. And
   (b) To formulate the actual plan in the light of objectives set down by a country, for a particular period fixing the targets for various sectors of the economy.

Execution of Plan:

The next problem is the execution of plan. In this connection first thing is to know how much the Government. Wants to do itself and how much it wants to leave to the private enterprise. So far as private enterprise is concerned, the Government has a choice of Two Methods. 1. The methods of inducement and the other of direction. In the first case by a system of subsidy, the private enterprise is induced to do the things which the Government calls for. In the second case, the Government may try to direct private enterprise by license, quota and authorisations.

Each method has its advantages and disadvantages. Each Government has to choose in between the two methods.

Control of Strategic Points:

Due to difficulty of complete control of economy, it is better to operate a few strategic controls. There is a tendency towards excessive centralization which discourages individual effort. Hence it is necessary to ensure that political and economic planning mechanism provide the full scope at each stage for individual and local participation. Execution of plans should also be undertaken through a graded regional or local anthorities.

8.5. Social Planning:

The aims of planning are comprehensive. The community as a whole is to advance in a number of directions, in each direction in the Social structure. In dealing with the Social aspects of planning, priorities are essential but it is difficult to determine and apply these priorities.

The objectives of planning, economic and social are interrelated. The human and social factor has to be considered in planning. In comparison with social planning, the aims and methods of economic planning are more narrowly defined. Poverty has deep social roots. Social planning has broader goals i.e creation of conditions of equal opportunity for different sections of the population and a fuller life for every citizen. Conditions differ from one country to another. problems of social planning have to be resolved by each culture in its indigenous setting.

Social plans call for a combined approach between Government agencies at the National, regional and local levels, voluntary organizations and individual communities. At the inception of planning, these agencies were not either available or without common objectives. The resources available are so meager that social plans tend to be starved for finance. Lack of adequate agencie3s and trained personnel are hurdles in social plans. Scanty resources may be available for social plans. Social development is not generally viewed in an integral manner. Each activity is perceived in integration. There are methods and techniques of social work involved in social planning. There is the problem of enabling each local community to become its own primary agent of change.

Rapid economic development depends upon the expansion of basic social services. In terms of social services, important lags persist in the availability of these services. Local communities, municipal councils and democratic bodies have not yet assumed sufficient responsibilities in social planning. The process of social planning must be strengthened in terms of the contribution of different agencies and the availability of resources. In social welfare, the contribution of voluntary organizations is much greater. After the advent of central and state social welfare boards, social welfare has become an element of promise in Indian development plans. From the beginning community development envisaged an increasing share of responsibility for planning. An important step in the process of social planning would be to enhance the following mutual responsibility within each community. In the urban areas, social planning is still limited to the extension of elementary social services. In recent years, planning has been undertaken from three different directions.

(1) The five year plans covered development programmes for tribal people, scheduled castes and other sections of the population who are considered backward on economic and social criteria. The plans provided limited resources to these groups.

(2) Tribal development blocks with schemes of development were set up in accordance with the needs and conditions of the people. Rural works programmes were undertaken for providing employment opportunities under normal scheme of development.

(3) The third approach to the problem of weaker sections is organizations. Forest laborers formed into forest cooperatives and industries subsidiary to agriculture were established in rural areas.

In each of these three directions, only small beginnings were made. There is need for doing a great deal more. Local democratic bodies and local communities must be brought into the scheme of planning. They must be given greater responsibility.

Finally different aspects of social service programmes come under the broader idea of social security. In this direction only a small start has been made. There are schemes for health insurance, provident funds, and retirement benefits for industrial workers. There are social assistance programmes for the aged, widows and orphans old age pensions were introduced in a few states. State agencies will have a dominant role in this field. In our country, there is acute shortage in resources. Hence the local communities, organs of local self-Governments and welfare organizations must participate in the planning and administration of social security measures. State alone cannot undertake all these measures in view of the inadequacy of resources in men and money. Social security becomes a vital link between Economic and social planning.

The process of social planning are much more complex than the economic planning. Neither can go far without the support of others. In the first decade of our planning, certain aspects of social development have become more marked. Hence there must be greater priority for social planning in the next phase. Social development involves transfer of resources from those at higher levels of income to others at lower levels of income. In India the directive principles of state policy state that the community as a whole is under obligation to secure welfare and equal opportunities to all its members and more specially those who were left behind in the past. Planning thus

becomes a means to social change in the widest sense. In order to achieve better balance between social and economic planning we must have more stress on allocation of resources. It is necessary also to strengthen the institutional apparatus for social planning. The role of local communities, local self-Government bodies and voluntary organizations must be emphasized. These agencies have to function in association with governmental agencies. They must try to involve the people as a whole in the common effort.

8.6. Economic and social objectives of Planning in India:

The basic objective of India's development must be to provide good life to the masses. However, good life may be defined in many ways. Each major culture and civilization has certain distinct features rooted in the past. There are certain moral and ethical values which have governed Indian life for ages past. These values are a part of India's thinking. Modern thinking is directed to the imparting of scientific and technological civilization. The problem of India is how to bring about a synthesis between the two. People like Gandhi and Tagore were typically modern in their approach to life problems. At the same time they were influenced by India's old culture and thinking.

To provide good life to thousand million people in India is a vast undertaking. The achievement of this goal is far off. Behind our plans, we have the vision of the future. The more immediate problem is to combat the curse of poverty. This can only be done by social and economic advance. We have to build up a technologically mature society and social order which offers equal opportunities to all citizens. This involves basic social and economic changes and replacing of the old traditional order by a dynamic society. This also involves far reaching changes in social customs and institutions. Even during the struggle for freedom before independence, Indian Nationalism has economic thinking and social reform. Freedom was considered the indispensable means to re-construct the entire fabric of India's social and economic life. Towards the end of 1938, a National planning committee was constituted. Thus the idea of planning came to prominence in India. This committee could not carry on its work effectively on account of the Second World War.

In the constitution, the basic objectives were set forth as the directive principles of state policy. Following are the directive principles having social and economic objectives.

1) The state shall strive to promote the welfare of the people "by securing and protecting as effectively as it may, a social order in which justice, social and economic and political shall inform all the institutions of National life".

2) The state shall in particular direct its policy towards securing, (a) that the citizens, men and women have equal right to an adequate means of livelihood. (b) that the ownership and control of the material resources of the community are so distributed as to subserve the common good. (c) that the operation of economic system does not result in the concentration of wealth and means of production to the detriment of masses.

In December, 1954 the parliament adopted the socialistic pattern of society as the objective of social and economic policy. There is the problem of integrating social and economic objectives. To change the traditional society into a dynamic one is a tremendous task. To do this through peaceful and democratic means and by the consent of the people is more difficult. Socialistic pattern of society involves progressive economy, equal opportunities for all. Both these objectives must be achieved through democratic means in traditional society. Thus we face the problems of integrating social and economic objectives.

The tasks before an under-developed country is not merely to get better results within the existing framework of economic and social institutions. But to mould and refashion these, so that they contribute effectively to the realization of wider and deeper values. The basic objectives are stated in the socialistic pattern of society. The basic criterion for determining lines of advance must not be private profit but social gain. The structure of socio-economic relations should be so planned that they result in not only in appreciable increases in National income and employment but also in greater equality in incomes and wealth. There should be progressive reduction of the concentration of incomes, wealth and economic power. The accent of the socialist pattern of society is on the attainment of positive goals, the raising of living standards, the enlargement of opportunities for all,the promotion of enterprise among the disadvantaged classes and the creation of a partnership among all sections of the community.

8.7. Economic and Social Integration:

The socialist pattern of society envisages that there is constant interplay of a vast variety of social, economic and other elements. It involves progress along many different paths. The economic foundations must be well laid for the social objectives to be obtained. Any lag between economic and social development creates new stresses. Progress along each separate course has its own limitations. Some times there may be conflicts between different objectives and the means available for achieving them and these have to be reconciled. There may be many gaps which remain to be fulfilled. These are some of the problems of integration of economic and social objectives. There should be due stress on moral, human and spiritual values, which give meaning to economic progress. A greater understanding by different sections of the community of what is due for them will help to achieve economic and social advance more rapidly. Policieswere already initiated to strengthen such forces as the trade unions, the cooperative movement, the voluntary organizations and universities and to create a broad based leadership in the rural and urban communities. These are the programmes of integration of economic and social objectives. These programmes will help to check concentration of economic power and growth of monopoly, and assure to every citizen of India, right to work, equal opportunities and to a minimum level of living. Economic development is but a means to an end. We must build up through effort and sacrifice, a society without class, caste or privilege which offers to every section of the community, and to all parts of the country, fullest opportunity to grow and to contribute to the Nation's welbeing.

The disadvantaged sections must be conscious of a purpose in life and have a feeling of being participators in the making of history. Ultimately it is development of the human being and human personality that counts. Although planning involves material investment, even more important is the investment in man.

8.8. Summary:

Under pluralistic view of social policy, each sector of welfare i.e health, education, housing, old, handicapped, children need a separate social policy. It is called 'contents' view of social policy as opposed to its 'process' view. The process view aims at one single social policy binding all into a unitary whole.

Social policy is something to do by the government alone (Briggs). It is closely identified with government because, it is evolved in the British and American settings.

According to myrdal, most of the developing countries have 'soft' leadership. To modify the social policies, organized efforts are to be made by the people. In developing countries, social policy should not become the exclusive concern of the government. In some developing counties, the governments are made to modify their social policies to accommodate the wishes of people.

Social policy is the link between the constitutions and plans. It is the policy governing the promotion of social welfare services as part of development plans. The social services in India in our five year plans will determine the relative importance of social planning in the development plans as a whole. Our five years plans have broader social objectives. The documents of five year plans will throw light on the social policies in India.

Economic development could not take place by itself automatically. Consequently, it must be planned. The state has to pursue many other goals. It has to secure justice-social, economic and political for all. Thus it is not only a question of more production but equal distribution and provision of social services and social security measures to various types of groups.

The objectives of planning are both economic and social and they are interrelated. In its economic aspects, planning seeks higher employment opportunities. In comparison with social planning the aims and methods of economic planning are more narrowly defined and more capable of measurement, on the other hand, social planning has broader goals. Provision of equal opportunities for different sections and a fuller life for each citizen are the goals of social planning.

Social planning may be said to comprise four main areas of efforts; (1) development of basic social services such as education, health, housing, (2) Rural and urban welfare, (3) welfare of the weaker and more vulnerable sections of the community, (4) social security measures.

8.9. Key Words:

a) Social policy.
b) Social planning.
c) Directive principles of state policy.

8.10. Self Assessment Questions:

1. Discuss the relationship between social policy and social planning.
2. Explain the problems of integration of economic and social objectives.

8.11. Reference Books:

1. Government of India: Encyclopaedia of Social Work in India,Vol.3 (1987) Publication Division, Ministry of welfare, New Delhi.

2. Tata Institure of Social Sciences: Social Policy and Administration for Social 1985) Change: Implications for SocialWork Education and Practice, golden jubilee minor proceedings report.

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Lesson – 9
SOCIAL POLICY FORMULATION – THE ROLE OF SOCIAL WORKER

9.0. Objective:

The objective of this lesson are to explain social policy formulation and the role of social worker.

Contents:

9.1. Introduction:

Social policy may be defined as legislation for social welfare. Policy is a settled course of action adopted and followed by a Government or a political party. Social policy is the strategy of action indicating the means and methods to be followed in successive phases to achieve the declared objectives.

Each area urban or rural and each group will have distinct problems. The purpose of social policy is to create conditions in which such of those areas and groups with problems would be enabled to lift themselves and overcome their limitations. Social policy would include the living conditions of those groups and areas. Social policy would help the non-integrated groups to become part of the larger integrated Indian community.

Social policy may comprise the following programmes and measures.

(1) Social services in Health, Education, Family planning and Housing.

(2) Welfare of scheduled castes and scheduled tribes and other vulnerable sections of population.

(3) Social Reform.

(4) Social security.

(5) Reduction in disparities of income and wealth and prevention of concentration of economic power etc.

9.2. Social Policy and Constitution:

The obvious starting point is the constitution of India which sets out the fundamental rights and the directive principles of state policy. It is the unique feature of the Indian constitution that it has given constructive lead to the Government in shaping its socio-economic policies. The preamble to the constitution has given constructive lead and solemnly affirms the resolve of the people's responsibilities to secure for all citizens justice-social, economic and political, liberty of thought, expression, belief, faith and worship, equality of status and opportunity and to promote among them all fraternity, assisting the dignity of the individual and dignity of the nations.

The fundamental rights guaranteed in the constitution are logical coronaries of he preamble and these are duly reinforced by making them justice able in the Indian constitution so that any aggrieved person can go to a court of Law for remedy.

It is stated in the constitution, "To promote the welfare of the people by securing and protecting as effectively as it may a social order in which justice, social, economic and political shall inform all the institutions of National life".

One of the first principles of policy formation is that it should be related to the time, place and circumstances with which it is supposed to deal. The social policy in India strikes a balance between the social development and economic development.

Social policy has broader and narrower view points. From narrow view points, it is confined to social welfare of certain handicapped, vulnerable and other weaker sections of the society. In broader sense it stands for the protection and promotion of welfare of every member of the society. Social policy includes both long term objectives to be achieved in future and also the policy implemented already. It serves as a guide for practical action. It involves short and long term objectives.

All our National policies are already laid down in the constitution. However, what is laid down in the constitution is a set of the directive principles. The programmes of social policy must be in link with the long tem objectives laid down in the constitution. There are concepts like that of the welfare state and socialist pattern of society. Those are related to our constitutional provisions.

9.3. Social Policy and Five Year Plans:

The documents of five year plans will throw light on the policies of India. The five plans have been introduced as chief instruments for translating our social policy into reality. The five year plans did not set before them the objective of economic prosperity alone. The plans advocated growth with justice, more production with equitable distribution and development with welfare.

India's five year plans were endowed with a social consciousness from the very beginning. The social policies and programmes are being implemented through the five year plans.

Social Policy Programmes:

Introduction of land reforms, extention of irrigation in scarcity areas, special assistance to backward classes, expansion of health services, extention of elementary education and rapid spread of community development programmes are some of the social policies and programmes implemented through five year plans.

The term social policy is used to denote three specific areas. (1). Social objectives of state policy, (2) The Policy with regard to social services as a sector in developing economy; (3) The policy governing the promotion of social welfare services as a part of development plans. However in the area of social objectives, there are concept like that of the welfare state and the socialistic pattern of society.

Social policy has been preferred to the alternative of social welfare policy which is the subject matter of the third aspect. The term social welfare has been used to denote that area dealing with particular services for those individuals and groups in the community who are in need of special care.

9.4. Social Legislation – Social Policy Formulation:

The government has enacted various legislative measures during seventies and eighties to control social evils and to protect weaker sections of society against social injustice as these are felt to be indispensable to supplement the programmes being implemented for their welfare. These laws pertain to vulnerable sections of the society such as children, women, scheduled castes, scheduled tribes and labour.

Our social legislation will speak out social policy. There are acts and programmes which spell out the broad policies. After the commencement of the constitution, various pieces of social legislation have been enacted. For instance, the untouchability offences act, the dowry prohibition Act, the Hindu succession Act, will reveal our policy with regard to scheduled castes, prohibition of the evil of dowry, giving equal rights to women in succession to the property.

The groups with power will exploit the less powerful groups. State intervention will protect the rights of the 'have nots' and protects social groups from one another. There is conscious effort to protect the rights and privileges of powerless groups. Social legislation especially in a democracy, should be a living force, an adjustable instrument, satisfying the requirements of an ever changing society. Legislation is a reflection of the total efforts of society as a whole to order and enrich the life of the society. Oliver Wendell remarks, legislation of today, " is to meet the social

needs of Yesterday. Traditionally, law lags behind social opinion and the function of social legislation is to adjust the legal system to a society which is constantly out growing that system. Legislation calculated to bridge the gulf between the existing laws and the current needs of society, may he called social legislation".

Law creates public opinion and a social climate conducive to the desired change. This change in the attitudes and behaviour of people, in turn, fuels the process for further legislation. Consequently, public opinion and social legislation act and interact on one another. Social legislation creates a legal frame for the new situations and provides opportunities for change in the desired direction. Therefore, for social legislation to accommodate change or hasten change, the existence of supportive enlightened public opinion, even if latent, is essential.

Social legislation attempts to achieve two objectives. Firstly, it seeks to establish order and provides justice as well as security; secondly, it anticipates social needs and provides for changes in the social order. Social legislation includes: laws affecting social institutions, such as marriage, inheritance and adoption; laws protecting the interests of children, handicapped persons and minorities or powerless groups; laws dealing with the reform of certain social evils like vagrancy, delinquency, begging, prostitution, untouchability, and laws governing social security measures.

9.5. Law- An instrument of Social Change:

Law is treated as an instrument of social and economic change. The term, ' social change' signifies the process of alteration, normally in a positive direction. The social structure is subject to incessant change, growth and decay. There is need for new adjustments and accommodations to varied conditions.

Changes in human society are determined by various factors: physical and psychological, material and spiritual. The desired change can be brought about by reforming the mores and institutions by introducing law as the agent of change in a planned ,manner. In modern times legislation is capable of performing its functions more forcefully and effectively.

It becomes obligatory to understand the entire cultural milieu in relation to the legal system. The relationship between law and social change has been summed up by Dror(1978), who notes that " social changes and changes in the law are constant and interacting processes, present to a considerable extent in al contemporary societies. By examining and defining the conditions under which law can induce social change and by emphasizing the limits upon the use of law to induce social change, a significant contribution can be made to the development of law making as a main subject of policy studies.

9.6. Involvement of Non-Governmental Organizations:

Social Welfare is the concern not only of government but also of numerous other sponsors. Non-governmental and voluntary organizations, trade unions, cooperatives and community and social action groups are major sponsors of social welfare programmes. Enterprises and employers also provide social benefits for their employees and sponsor community programmes. Non – governmental organizations, particularly, community and local level groups could be entrusted with greater responsibilities for implementing various government sponsored programmes.

Governments should recognize, acknowledge and encourage the manifold contributions of non-governmental organizations in developmental social welfare policies and programmes and make every effort to involve them in the planning and implementation thereof at both local and national levels (U.N.O)1988

People's involvement in social policy formulation:

Though British concept of social policy allows for state intervention, much is left to the political will of the leadership. According to Myrdal, most of the developing countries have 'soft leadership'. To modify the social polices, organized efforts are to be made by the people. In developing countries, social policy should not become the exclusive concern of the government. In some developing countries, the governments are made to modify their social policies to accommodate the wishes of the people.

To modify or change the social policies, (a) organized efforts are to be made by the people and they should articulate social policies, which are likely to achieve the desired social change. The feminist movement in India and in other developing countries is active in this direction. There is much to be done in terms of freeing social policy from the exclusive control of government. There is need to educate the people and broaden their perspective about social policy so as to enable them to initiate social policy rather than merely react to the policy formulated by government.

Participation of Beneficiaries:

There is need for promoting participation of all individuals and groups. This may be achieved by providing opportunities for a greater involvement of beneficiaries, individually and collectively, in decisions concerning their needs and in the implementation of programmes including community – based programmes.

9.7. Social Policy- Social Change:

By social change, one is referring to transformed social change, which is planned, deliberate and even regarded as social development. The role of social policy is to guide such processes, which ultimately culminate into social change.

Almost all developing countries, irrespective of their forms of government and political ideologies have one thing in common – economic disparity. As a result of this, there is dependence of those who are poor on those who are rich. The dependence is exploited in myriad ways even beyond economic consideration. There are different forms of exploitation, which include deprivation, exploitation, extortion, dependence and atrocities. These are not mutually exclusive. There is exploitation of man by man in one form or another. At Macro level, this exploitation is perpetuated by the developed countries on developing countries. At macro level, within any developing countries, this is reflected through the rich man over the poor, the high caste over the lower caste, the male over the female, the adults over the children, the able over the disabled and so on (pandey: 1985). The developing countries should initiate the social development programmes to protect the weaker sections against exploitation and to enable them to participate in the development activities of the nation.

Social policy will guide the process of social change and show the direction of the change. Social policy will aim at eliminating social injustice, the inequalities and exploitation of the weaker sections by the dominant groups in the society. Social policy attempts to bring out structural and systemic changes.

9.8. Role of Social worker in social policy formulation:

The foregoing analysis suggests the role of the social worker in the formulation of social policies and programmes. The non-integrated groups and areas have distinctive problems. These problems must be identified and the needs and requirements of these groups will have to be assessed. Hence the social worker has to undertake research and surveys to identify the problems of backward regions, scheduled castes, scheduled tribes and other backward classes, and the weaker sections like women, children and the aged. A well conducted social research will suggest possible remedies to meet the problems of vulnerable sections of population. By research the social worker will be able to objectively present facts to the world. The findings of the research will be made available to the government so as to enable it tl determine social policies and programmes for the welfare of the weaker sections in the society.

In order to identify the problems of certain groups, the social worker will have to conduct seminars and conferences. In seminars subjects such as slum clearance, prostitution, child marriage, caste system, prohibition, dowry harassment, gender issues, anti-trafficking, crimes against women, domestic violence, juvenile delinquency, street children etc., are being discussed. The seminar is a process of group thinking. The group proceedings of the seminar could be recorded, collected, printed and made available to the government enabling it to determine the social policies and programmes.

The problems of Backward regions and Backward groups are also discussed in conferences. The conference provided for larger discussion among larger group and includes subjects of larger and more general interest. In a conference usually resolutions are passed, recommendations made, appeals issued to the government and thus bringing pressure to bear on the government for determining social policies and programmes. Thus the social worker plays an important part in organizing conference and also participating in such conferences. Through these conferences, he will influence the formulation of social policies and programmes.

9.9. Social Legislation: Role of social worker:

Social legislation means legislation for social welfare. The social worker has an important role to play in the enactment of legislation for controlling various evils like prostitution, Beggary, Delinquency, alcoholism etc. he will also try to promote legislation providing for social security measures.

The enactment of any piece of legislation involves various steps which include one of them is drafting the bill. In drafting the bill, the following principles should be kept in mind:

(1)   The title of the bill should signify what it intends to do. For instance an enactment such as the untouchability offences act is fairly self-explanatory. The title should indicate what the Act proposes to do or achieve e.g. child marriage restraint Act.

(2)   The wording of the bill should be definite. Many badly worded enactments become the playground for lawyers and headaches to judges. Care must be taken in using proper wording. When words are not adequate, explanatory words have to be used.

(3)   Enactments should be simple. Actually law is meant for the benefit of the citizen. Long –worded statements, too many explanations should be avoided. Direct and forthright statements are helpful.

(4)   Procedures regarding cognizance, apprehension, and hearing of cases should be simple and not costly. The proceedings that surround an enactment are often so cumbersome and complex that they lead to infinite vexations.

(5)   Authorities who take cognizance of matters and have jurisdiction should be properly specified.

(6)   The enactment proposed should be within the scope of the constitution.

(7)   Punishment for violation of the provisions of the act should be deterrent

The above points suggest that drafting of the bill should be done by a social worker and a lawyer who is also a constitutional expert. It is better if a committee consisting of social workers and lawyers is formed for the drafting of the bill. After the bill is drafted, it could be circulated for opinion and suggestion to other experts and the draft could be then finalized

The next step for the social worker in his role as social actionist before the bill is presented to the parliament for being passed into law is to see that the bill when presented will have the largest support from the members of the parliament or the state legislature.

It is important that the bill be sponsored by a worthy member of parliament and seconded by another such member. These persons should have good reputation and credentials. The social worker should supply all relevant data to the sponsor and seconder to assist them frame arguments.

Finding a sponsor is not a very simple matter in a democratic set –up. If the majority party sponsors a bill relating to social welfare, the bill will get necessary support. The social worker should enlist the support of the majority party and also the opposition parties. The social worker is interested in a particular evil being removed.

The social worker is also involved in Lobbying. Lobbying consists in canvassing members; support for the bill. Lobbying, in effect, implies request to vote for the bill, presentation of facts of the case, persuation and such other legitimate means of winning over the legislators.

After the bill is passed into an act, the social worker should not think that he has completed his task. The popularization of the provisions of the act and the implementation of the act are the concern of the social worker. Spreading knowledge amongst the citizens about the enactment concerned and about the rights and duties and consequences arising therefrom are within the legitimate sphere of the social workers' functions. For this he may use the committees that have been already formed at various levels. He may press into service available audio-visual aids, which are effective ad powerful media in an illiterate country.

The social worker has an important role to play in the administration and enforcement of the act which has been passed to meet a social evil. The social worker plays an important part in promoting social reform. Promoting social reform may be said to culminate in the enforcement of the enactment, for which he has mobilized the energies of the masses. The masses should be visilent enough to have some influence, at least moral, in the enforcement of the enactment passed. The violations of various social acts hardly raises any interest amongst the members of the community. The social worker here should assemble the available resources and utilize legitimate techniques to animate social conscience towards constant, collective endeavours.

In our country, there is unfortunately no rapport between the police and the citizens. The presence of police is often associated with fear of harassment. People do not really come forward to give relevant and useful information. With meager evidence, a prosecution seldom succeeds. The social worker would see that wide and proper publicity is given to the facts of the case. He will use his influence with the press. Then he would actively assist in placing relevant evidence and information before the authorities.

Social worker in the role of a social actionist is concerned with the punitive, rehabilitatory, incidentally and preventive aspects of a problem, punitive, when it assists justice to take its course, rehabilitatory incidentally when it reclaims and resettles the sufferers in the context; and preventive when it educates and energizes the citizens to be alert against possible offenders.

This process of keeping vigilant watch and using the influence of the people will continue through as many violations as occur of measures for social welfare

9.10. Social Policy formulation- Strategies for Social work Intervention:

Social workers can collectively and individually influence social policy, starting from their formulation up to their review and revision.

Present facts:

Social workers' Associations and study groups compile, collate and publish relevant data to make the process of policy formulation get stimulated. Social workers can present facts on many areas of concern, such as adoption of children, incidents of vagrancy and beggary, the gaps in social services, inadequacy in social legislation, the shortcomings of manpower requirements and minimum standards of social welfare services. These facts will start indicating the direction in which policies need to be formulated and priorities to be accorded in the plans. They can also canvass public opinion on the modern trends in social welfare, i.e non-institutional services, preventive programmes, the meaning of development orientation, etc. this would exercise progressive influence on the declaration of social policy and chalking of development plans.

Articulation of professional opinion through Memoranda:

Social workers can assist the policy makers to articulate their professional opinion, so that the government and the concerned beneficiaries may know a head of time. Professional social workers in India have tried this out, with certain amount of success. They have jointly written out memoranda on the establishment of ministries and departments of social welfare, on five year plans, on social work education and training, on model draft children bill, mitigation of beggary,

grant – in – aid and counseling services etc., there are similar instance of successful strategies in the Philippines, Pakistan, Iran, Malaysia, Hongkong, Singapore etc., (kulkarni: 1979)

Communicating the findings:

Social workers' Associations can communicate the findings and recommendations of the evaluation studies of the welfare services to the proper authorities. The professional associations can present the findings on public platforms, agency forums and professional meetings so as to bring them to the notice of the public and the concerned authorities. Where evaluation has been carried out by academic or research bodies, they usually state bare findings without drawing policy implications. In such cases social workers and their associations can translate the bare findings into policy- oriented recommendations

Feed – Back from Beneficiaries:

The evaluation of services is very often based on the judgement of experts without taking into consideration the viewpoint of the beneficiaries. In Asian countries, very rarely, the response of the participants or beneficiaries is taken into a plan. The professional social workers can promote a regular system and practice of assessing reactions of people for whom the programme is primarily designed.

Lobbying:

In developing countries, sufficient importance is not attached to the target groups, because, they are not yet organized enough to raise their own voice. In Asian countries, the welfare recipients do not generally have a 'lobby' of their own. Hence it becomes necessary on the part of social workers to take upon themselves the advocacy function. They should build up an image in the public that they are the champions of the underdog whom they claim to serve.

Social Action:

A logical corollary of advocacy is social action. Though in recent years social activists have stressed the importance of social action as one of the techniques of social work, there are many instance of social action initiated by professional social workers in Asia. This is so, because, the social workers are under the impression that social action is necessarily violent. Social action need not always be unlawful.

Many of the campaigns carried out by martin Luther king in the united states or in India and south Africa under Gandhi, were carried out in a legitimate manner. It is not necessary that such social action requires a leader of a high moral calibre. If the cause is just, collective action by the committed professional and voluntary social workers helps to mobilize public opinion in support of the cause.

The reason why the social workers could not initiate effective social action programmes is that the average professional social worker tends to play safe. He wants to achieve the best results without straining himself in the process. This is not to say that the social workers have to do mindless sacrifice or a mad adventure. But they should at least have courage of conviction and commitment to the cause. By collective representations, they can undertake a great deal of social action programmes.

Demonstration:

One quieter and safe strategy for trained social workers is to demonstrate the direction of policy in the implementation of projects at the field level. If there are only a few such projects planned and implemented under the guidance of professional social workers, they will carry greater weight than all other strategies combined in influencing social policy and changing social planning.

We have a lot to learn yet from other professions in order to make ourselves worthy of shaping social policies and plans.

9.11 Summary:

Social policy may be defined as legislation for social welfare. Policy is settled course of action adopted and followed by a government or a political party.

The obvious starting point is the constitution of India which sets out the fundamental rights and the directive principle of state policy. It is the unique feature of the Indian constitution that it has given constitutional lead to the government in shaping its socio-economic policies.

The documents of five year plans will throw light on the policies of India. The five year plans have been introduced as chief instruments for translating our social policy intro reality. The plans advocated growth with justice, more production with equitable distribution and development with welfare.

Social policy has been preferred to the alternative of social welfare policy. The term social welfare has been used to denote that area dealing with particular services for those individuals and groups in the community who are in need of special care.

The government has enacted various legislative measures during seventies and eighties to control social evils and to protect weaker sections of society against social injustice as these are felt to be indispensable to supplement the programmes being implemented for their welfare.

Law is treated as an instrument of social and economic change. The term, ' social change' signifies ' the process of alteration, normally in a positive direction. The desired change can be brought about by reforming the mores and institutions by introducing law as the agent of change in a planned manner.

Social welfare is the concern not only of governments but also of numerous other sponsors Non-governmental and voluntary organizations, trade unions, cooperatives, community and social action groups are major sponsors of social welfare programmes.

To modify or change the social policies, (a) organized efforts are to be made by the people and they should articulate social policies, which are likely to achieve the desired social change. There is need for promoting participation of all individuals and groups.

By social change, one is referring to transformed social change, which is planned, deliberate and even regarded as social development. The role of social policy is to guide such processes, which ultimately culminate into social change.

The social worker has an important role to play in the formulation of social policy. In order to identify the problems of certain groups, the social worker will have to conduct seminars and conferences. The social worker plays an important role in the enactment of legislation for controlling various evils like prostitution, Beggary, Delinquency, alcoholism etc. The social worker is also involved in drafting the bill, and lobbying. After the bill is passed into an act, the popularization of the act and the implementation of the act are the concern of the social worker. He also plays an active part in promoting reform

The Social worker should assemble the available resources and utilize legitimate techniques to animate social conscience towards collective endeavours.

Social workers can collectively and individually influence social policy, starting from their formulation up to their review and revision. Social workers can present facts on many areas of concern. Social workers can assist the policy makers to articulate their professional opinion. Social workers Associations can communicate the findings and recommendations of the evaluation studies of the welfare services to the proper authorities. The professional social workers can promote a regular system and practice of assessing the reactions of people for whom the programme is designed. Social workers should take upon themselves the advocacy function and canvass support for the bill. There are many instances of social action initiated by professional social workers in Asia. One quiter and safe strategy for trained social workers is to demonstrate the direction of social policy in the implementation of the projects at the field level

9.13 Key Words:

(a) Lobbying

(b) Social Action

(c) Demonstration

9.14 Self Assessment Questions:

1. Explain the Role of Professinal social workers in the formulation of social policy

2. Discuss the strategies of social work intervention in the formulation of social policy.

9.15. Reference Books:

1. Government of India (1987) : Encyclopaedia of social work in India, vol.3, publication division, Ministry of welfare New Delhi.

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Lesson- 10
SECTORAL POLICIES – SOCIAL POLICY ON WOMEN

10.0. Objective:

The Objective this lesson are to explain social policy on women

Contents:

10.1. Introduction:

There is extreme manifestation of unequal social relations between men and women within the family and the organization of economy; the state legitimizes the inequality and fails to transform the existing social relations based on dependence, oppression and exploitation. Socio-economic arrangements of sex/ gender based disparity e.g. lower wages for women, their underreporting in labour force and disadvantaged position of women in health and education have been justified on the assumption that women's employment and physical existence is secondary to that of men.

The constitution of India declared the equality of sex as a guiding principle and thereby acknowledged that a family should basically be equalitarian unit founded on equal rights and willing choice by both the individuals who form a family. The subordination of women to men pervades family life in all classes and castes in India. Customary practices preclude women from inheriting land as daughters except in the absence of male heirs. Hindu laws of property and ownership of the means of production give women negligible rights as independent entities, to family income, assets and property.

10.2. Status of women in India:

A historical study of women in India reveals that there were distinct stages of rise and fall in her status. Woman in the Vedic times enjoyed a very high status. She had as much rights to enjoy life as man had. Woman was man's friend, his co-worker and never his inferior; she had enjoyed the property rights and had access to the property of her father and husband. Woman in the field of intellect was man's equal. She used to discuss political and social problems freely with men. She composed and chanted vedic hymns at the holy sacrifices. In matters of selecting their partners in marriage, women had equal rights. Pre-puberty marriages were unknown and there are references made to ' swayamvara' marriages, where women were given chance of selecting their partners. Widow marriage was in existence. Women had the privilege of adoption.

After the vedic period the position of women deteriorated considerably. The Hindu law giver manu has made woman entirely dependent on man and subjected her to the authority of father, husband, and son in the different periods of her life, as daughter, wife, and mother. His dictum was that " for women there can be no freedom at any stage in life". This position of women continued throughout the Hindu period and was reinforced by the Muslim masters whose custom and tradition were noted for the complete subordination of women by man and which considered women as inferior to men.

The British people at first followed a policy of non-interference in the social and religious life of the people of India. Women went down in social status. They moved within the narrow sphere of their kitchen. They had no awareness of her rights in the early years of British rule in India .

The decline in the Indian women's status was reflected in the customs relating to marriage, religion and property, widowhood, dowry, role in the family, basic attitudes with respect to the social image of woman.

Even though, this position continued in the beginning of the British period, the spread of English education enabled women to realize their subordinate position and persuaded them to regain their legitimate status. Educated women came forward demanding equal rights with men. In the middle of 19th century the practice of ' sathi' was abolished by law. In the 20th century, the mahila samithis and women's organizations took steps to abolish the purdah and child marriage and encouraged widow marriage.

10.3 Women's movement:

It would be wrong to assume that women in India are passively groaning under an even increasing oppression within and outside the family. Rape and women – burning emerged to the fore-front of the women's movement. There were number of forums against rape and atrocities against women in several parts of India. Women's organizations have been demanding from the government more stringent, deterrent measures to check crimes against women. Women have organized to protest the rapes, the sexual harassments and the killing/ burning of women. Demonstrations and meetings are organized throughout the country to protest against direct and structural violence on women. Women's organizations and housewives have had sporadic demonstrations against the husbands, in laws. In August 1982, thirty women's organizations in Delhi jointly organized a protest march against dowry and they were joined by several hundred ordinary women and men, including the parents of dowry victims.

The social awakening implied by a number of neighbourhood action committees, the emergence of women's wings and front organizations of various political parties including the increased attention to the women's question in some radical Marxist – feminist organizations, trade unions and professional groups has been a welcome trend.

Feminist Magzines and network bulletins have reported on both the problems of women and their attempts at resistance. Some feminist academics have questioned the limitations of social sciences in the study of demographic patterns and the female roles in economic production. A land mark was the report ' Towards Equality' pointing out the national neglect of women in development programmes for women in the fields of employment, health and education.

Feminist researchers have been involved in studies of women's roles in the protest movements and their participation in the national building. These studies have further pointed out the existing inequalities in the socio-economic, political system, and how women's studies offer a new perspective which enables researchers and students to make an attempt to build an egalitarian social structure, within the family and community.

There is absence of satisfactory theorizing in the women's movement in India. Social scientists have been engaged in debate on : (1) nuclearisation of joint family structure is taking place in India; and (2) nuclearisation of joint – family structure is not taking place. A few of them concentrated on studies to know the extent of nuclearity or jointness in urban and rural families. They did not question the complex power relations between gender and generation that underline the family, the ideology and structure of dependence and sexual division of labour that strengthen the patterns of inequality and the oppression of women and children.

During nationalist period, under the leadership of Mahatma Gandhi, there emerged a distinct approach to the role of women in society. The leadership realized that women were " condemned to domestic slavery and therefore   sought to liberalize the family to expand women's activities in the public sphere. Women were urged to participate in the struggle for freedom of the country. Gandhiji lamented over their non-participation in social, political affairs, women's sexual subjection into their role as "man's plaything'. He wanted to ' feminize politics' because women had the potential to give a blow to established socio-political power structure and could be vanguards of a non-violent struggle for a just and non-exploitative socio-political order. There has not been enough research to do justice to gandhiji's views on women's historic role. The dominant trend is, however, the ambivalence on women's role.

10.4. National Policy for empowerment of women (2001):

The Principle of gender equality is enshrined in the Indian constitution in its preamble, fundamental rights, fundamental duties and directive principles of state policy. The constitution not only grants equality to women, but also empowers the state to adopt measures of positive discrimination in favour of women.

Within the framework of a democratic polity, our laws, development policies, plans and programmes have aimed at women's advancement in different spheres. From the fifth five year plan (1974-78) onwards there has been a amarked shift in the approach to women's issues from welfare to development. In recent years, the empowerment of women has been recognized as the

central issue in determining the status of women. The national commission for women was set up by an act of parliament in 1990 to safeguard the rights and legal entitlements of women. The 73rd and 74th amendments (1993) to the constitution of India have provided for reservation of seats in the local bodies of panchayats and municipalities for women, laying a strong foundation for their participation in the decision making at the local levels.

India has also ratified various international conventions and human rights instruments committed to secure equal rights of women. Key among them is the ratification of the convention on elimination of all forms of discrimination Against women (CEDAW) in 1993.

The Mexico plan of action (1975), the Nairobi forward looking strategies (1985), the Beijing Declaration as well as the platform for action (1995) have been endorsed by India for appropriate follow up.

The Policy also takes note of the commitments of the ninth five year plan and other sectoral policies relating to empowerment of women.

The women's movement and non-government organisations have contributed for the empowerment of women.

However there still exists a wide gap between the goals enunciated in the constitution, policies and plans and programmes on the one hand and the situation reality of the status of women in India, on the other. This has been analyzed in the report of the committee on the status of women in India, " Towards Equality", 1974 and highlighted in the national perspective plan for women, 1988-2000, the shramashakti report, 1988 and plat form for action, five years after – an assessment.

Gender disparity manifests itself in various forms, the most obvious being the trend of continuously declining female ratio in the population in the last few decades. Social stereotyping and violence at the domestic and societal levels are some of the other manifestation. Discrimination against girl children, adolescent girls and women persists in all parts of the country.

The causes of gender inequality are related to social and economic structure. Consequently, the access of women particularly those belonging to weaker sections including scheduled castes/ scheduled tribes, other backward classes and minorities, majority of whom are in the rural areas and in the unorganized sector- to education, health and productive resources, is inadequate. Therefore, they remain largely marginalized, poor and socially excluded.

Goals and Objectives:

The goal of this policy is to bring about the advancement, development and empowerment of women. The policy will be widely disseminated so as to encourage active participation of all stakeholders for achieving its goals. Specifically, the objectives of this policy include.

1. Creating an environment through positive economic and social policies for full development of women to enable them to realize their full potential.

2. The de-jure and de-facto enjoyment of all human rights and fundamental freedom by women on equal basis with men in all spheres – political, economic, social cultural, and civil.

3. Equal access to participation and decision making of women in social, political and economic life of the nation.

4. Equal access to women to health care, quality education at all levels, career and vocational guidance, employment, equal remuneration, occupational health and safety, social security and public office etc.

5. Strengthening legal system aimed at elimination of all forms of discrimination against women.

6. Changing societal attitudes and community practices by active practices and involvement of both men and women.

7. Mainstreaming a gender perspective in the development process.

8. Elimination of discrimination and all forms of violence against women and the girl child; and

9. Building and strengthening partnerships with civil society, particularly women's organizations.

Policy Prescriptions:

Judicial Legal Systems:

Legal – judicial system will be made more responsive and gender sensitive to women's needs laws will be enacted and existing laws reviewed to ensure that justice is quick and punishment is commensurate with severity of offence.

The Policy would aim to encourage changes in personal laws such as those related to marriage, divorce, maintenance and guardianship so as to eliminate discrimination against women.

The evolution of property rights in a patriarchal system has contributed to the subordinate status of women. The policy would aim to encourage changes in laws relating to ownership of property and inheritance

Decision Making:

Women's equality in power sharing and active participation in decision making, including decision making in political process at all levels will be ensured for the achievement of the goals of empowerment. All measures will be taken to guarantee women equal access to and full participation in decision making bodies at every level, including the legislative, executive, judicial. Affirmative action such as reservations/ quotas including in higher legislative bodies will be considered whenever necessary on a time-bound basis.

Mainstreaming a gender perspective in the development process:

Policies, programmes and systems will be established to ensure mainstreaming of women's perspective in all developmental process, as catalysts participants and recipients. Wherever there are gaps in policies and programmes, specific interventions would be undertaken to bridge these. Women's issues and concerns as a result will specially be addressed and reflected in all concerned laws, sectoral policies, plans and programmes of action.

10.5. Economic Empowerment of Women:

Poverty Eradication:

Majority of the women population are below the poverty line. They are often in situations of extreme poverty. In view of harsh realities of intra-household and social discrimination, Macro- economic policies and poverty eradication programmes will address the needs and problems of such women. Steps will be taken for mobilization of poor women and convergence of services, by offering them support measures to enhance their capabilities.

Macro credit:

In order to enhance women's access to credit for consumption and production, the establishment of new, and strengthening of existing micro-credit mechanisms and micro-finance institutions will be undertaken so that all women below poverty line have easy access to credit.

Women and Economy:

Women's perspectives will be included in designing and implementing macro-economic and social policies by institutionalizing their participation in such process. The contribution to socio-economic development as producers and workers will be recognized in the formal and informal sectors (including home based workers) and appropriate policies relating to employment and to her working conditions will be drawn up. Such measures could include.

1. Re interpretation and redefinition of conventional concepts of work wherever necessary e.g. in the census records, to reflect women's contribution as producers and workers.

2. Preparation of satellite and national accounts. Development of appropriate methodologies for undertaking (1) and (ii) above.

Globalization:

Globalization has presented new challenges for the realization of the goal of women's equality. From the micro-level studies, by the department of women and child development, it is evident that there is a need for reframing policies for access to employment and quality of employment. Benefits of the growing global economy have been unevenly distributed leading to wider economic disparities, the feminization of poverty, deteriorating working conditions and unsafe working environment especially in the informal economy and rural areas. Strategies will be designed to enhance the capacity of women and empower them to meet the negative social and economic impacts, which may flow from the globalization process.

Women and Agriculture:

In view of the critical role of women in the agriculture and allied sectors, as producers, concentrated efforts will be made to ensure that benefits of training, extension and various programmes will reach them. The programmes for training women in soil conservation, social forestry, dairy development, horticulture, livestock, poultry, fisheries etc. will be expanded to benefit women workers in the agriculture sector.

Women and Industry:

The important role played by women in electronics, information technology and food processing and agro industry and textiles has been crucial to the development of these sectors. They would be given comprehensive support interms of labour legislation, social security and other support services to participate in various industrial sectors.

Women cannot work in night shift in factories. Suitable measures will be taken to enable women to work on the night shift in factories.

Support services:

The position of support services for women, like child care facilities, including crèches at work places and educational institutions, homes for the aged and the disabled will be expanded and improved to create an enabling environment. Women – friendly personnel policies will also be drawn up to encourage women to participate effectively in the development process.

10.6. Social Empowerment of women:

Education:

Equal access to education for women and girls will be ensured. Special measures will be taken to eliminate discrimination, universalize education, eradicate illiteracy, create a gender sensitive educational system, increase enrolment and retention rates of girls and improve the quality of education to facilitate life long learning as well as development of occupation /vocation/ technical skills by women. Reducing the gender gap in secondary and higher education would be a focus area. Sectoral time targets in existing policies will be achieved with a special focus on girls and women. Gender sensitive curricula would be developed at all levels of educational system in order to address sex stereotyping as one of the causes of gender discrimination.

Health:

A holistic approach to women's health which includes both nutrition and health services will be adopted and special attention will be given to the needs of women and the girls at all stages of the life cycle. The reduction of infant mortality and maternal mortality, which are sensitive indicators of human development, is a priority concern. Women should have access to comprehensive, affordable and quality health care. Measures will be adopted that take into account the reproductive rights of women to enable them to exercise informed choices. The social, developmental and health consequences of HIV/AIDS and other sexually transmitted diseases will be tackled from a gender perspective.

In accordance with the commitment of the national population policy (2000) which recognizes the critical need of men and women to have access to safe and effective methods of family planning of their choice

Nutrition:

Focused attention would be paid to meeting the nutritional needs of women at all stages of the life cycle. This is also important in view of the critical link between the health of adolescent girls,

pregnant and lactating women with the health of the infant and young children. Special efforts will be made to tackle the problem of macro and micro nutrient deficiencies especially amongst pregnant and lactating women as it leads to various diseases and disabilities.

Intra – household discrimination in nutritional matters vis- a vis girls and women will be sought to be ended through appropriate strategies. Widespread use of nutrition education would be made to address the issues of intra-household imbalances in nutrition and the special needs of pregnant and lactating women.

Drinking water and sanitation:

Special attention will be given to the needs of women in the provision of safe drinking water, sewage disposal, toilet facilities and sanitation within accessible reach of households, especially in rural areas and urban slums. Women's participation will be ensured in the planning, delivery and maintenance of such services.

Housing and shelter:

Women's perspectives will be included in housing policies, planning of housing colonies and provision of shelter both in rural and urban areas. Special attention will be given for providing adequate and safe housing and accommodation for women including single women, heads of households, working women, students, apprentices and trainees.

Environment:

Women's participation will be ensured in the conservation of the environment and control of environmental degradation. The vast majority of rural women still depend on the locally available non-commercial sources of energy such as animal dung, crop waste and fuel wood. The policy will aim at promoting the programmes of non-conventional energy resources. Women will be involved in spreading the use of solar energy, biogas, smokeless chulahs and other rural application in view of their impact in influencing ecosystem and changing the life styles of rural women.

Science and technology:

Programmes will be strengthened to bring about a greater involvement of women in science and technology. These will include measures to motivate girls to take up science and technology for higher education and also ensure the development projects with scientific and technical in puts involve women fully. Efforts to develop a scientific temper and awareness will also be stepped up. Special measures would be taken for their training in areas where they have special skills like communication and information technology. Efforts to develop appropriate technologies suited to women's needs as well as to reduce their drudgery will be given a special forcus too.

Women in difficult circumstances:

In view of the needs of specially disadvantaged groups, measures and programmes will be undertaken to provide them with special assistance. These groups include women in extreme poverty, destitute women, women in conflict situations, women affected by natural calamities, women in less developed regions, the disabled, widows, elderly women, single women in difficult circumstances, women heading households, those displaced from employment, migrants, women who are victims of marital violence, deserted women and prostitutes etc.,

Violence against women:

All forms of violence against women, physical and mental, whether at domestic or societal levels, including those arising from customs, traditions or accepted practices shall be dealt with effectively with a view to eliminate its incidence. Institutions and mechanisms / schemes for assistance will be created and strengthened for prevention of such violence, including sexual harassment at work place and customs like dowry, for the rehabilitation of the victims of violence and for taking effective action against the perpetrators of such violence. A special emphasis will also be laid on programmes   and measures to deal with trafficking in women and girls.

Rights of the girl child:

All forms of discrimination against the girl child and violation of her rights shall be eliminated by undertaking strong measures both preventive and punitive within and outside the family. These would relate to strict enforcement of laws against prenatal sex selection and the practices of female foeticide, female infanticide, child marriage, child abuse, and child prostitution etc. Removal of discrimination in the treatment of the girls child within the family and outside and pro-jection of a positive image of the girl child will be actively fostered. There will be special emphasis on the needs of the girl child and earmarking of substantial investments in the areas relating to food and nutrition, health and education, and in vocational education.   In implementing programmes for eliminating child labour, there will be a special focus on girl children.

Mass Media:

Mass media will be used to portray images consistent with human dignity of girls and women. The policy will strive to remove demeaning, degrading and negative conventional stereotypical images of women and violence against women. Private sector partners and media networks will be involved to ensure equal access for women particularly in the area of information and communication technologies. The media would be encouraged to develop codes of conduct, professional guidelines and other self-regulatory mechanisms to remove gender stereotypes and promote balanced portrayals of women and men.

10.7. Operational Strategies:

1. Action plans:

All central and state ministries will draw up time bound action plans for translating the policy into a set of concrete actions. The plans will specifically including the following:

1. Measurable goals to be achieved by 2010

2. Identification and commitment of resources

3. Responsibilities for implementation of action points

4. Structures and mechanisms to ensure efficient monitoring

5. Introduction of gender perspective in the budgeting process

2. Gender development indices (GDI) will be developed by networking with specialized agencies. Gender auditing and development of evaluation mechanisms will also be undertaken.

3. All ministries/ corporations/ Banks and Financial institutions etc. will be advised to collect, collate, disseminate and maintain/ publish data related to programmes and benefits.

Institutional Mechanisms:

1. Institutional mechanisms to promote advancement of women, which exist at the central and state levels will be strengthened. These interventions will relate to provision of adequate resources, training and advocacy skills to achieve the empowerment of women.

2. National and state councils will be formed to oversee the operationalisation of the policy on a regular basis. These bodies will review the progress made in implementing the policy.

3. National and state resource centres on women will be established with mandates for collection and dissemination of information, undertaking research work, conducting surveys, implementing training and awareness generation programmes.

4. Women will be helped by government through its programmes to organize and strengthen into self-help group (SHGS) at the Anganwadi / village / town level.

Resource Management:

1. Availability of adequate financial, human and market resources to implement the policy will be managed by concerned departments, financial credit institutions and Banks, private sector, civil society and other connected institutions.

2. The Strategy of women's component plan adopted in the ninth plan of ensuring that not less than 30% of benefits / funds flow to women from all ministries and departments will be implemented effectively.

3. Efforts will be made to channelize private sector investments too, to support programmes and projects for advancement of women

10.8 Legislation:

1. The existing legislative structure will be reviewed and additional legislative measures taken by identified departments to implement the policy. This will also involve all existing laws including personal, customary and tribal laws, subordinate legislation, executive and administrative regulations to eliminate all gender discriminatory references.

2 Effective implementation of legislation would be promoted by involving civil society and community. Appropriate changes in legislation will be undertaken, if necessary.

3. The following other specific measures will be taken to implement the legislation effectively.

a) Strict implementation of all relevant legal provisions and speedy redressal of grievances will be ensured; with special focus on violence against women.

b) Measures to prevent and punish sexual harassment at the place of work.

c) Crimes against women, their incidence, investigation detection and prosecution will be regularly reviewed.

d) Women police stations, family courts, mahila courts, counseling centres, legal aid centres and nyaya panchayats will be strengthened

e) Wide spread dissemination of information on all aspects of legal rights. human rights and other entitlements of women.

Gender sensitization:

1. Training of personnel of executive, legislative and judicial wings with focus on gender sensitization. other measures include.

   a. Promoting societal awareness to gender issues and women's human rights.

   b. Review of curriculum and educational materials to include gender education and human rights issues

   c. Removal of all references derogatory to the dignity of women from all public documents and legal instruments.

   d. Use of mass media to communicate social messages relating to women's equality and empowerment.

Panchayat Raj Institutions:

The 73rd and 74th amendments (1993) to the Indian constitution have served as a breakthrough towards ensuring equal access and increased participation in political power structure for women. The PRIs will play a central role in the process of enhancing women's participation in public life. The PRIS and the local self governments will be actively involved in the implementation and execution of the national policy for women at the grassroots levels.

Partnership with voluntary sector organizations:

The involvement of voluntary organizations, associations, federations, trade unions, non-governmental organizations, women's organizations, as well as institutions dealing with education, training and research will be ensured in the formulation, implementation, monitoring and review of all policies and programmes affecting women. Towards this end, they will be provided with appropriate support related to resources and capacity building and facilitated to participate actively in the process of the empowerment of women.

International cooperation:

The policy will aim at implementation of international obligation / commitments in all sectors on empowerment of women such as the convention on all forms of discrimination against women, convention on the rights of the child (CRC), international conference on population and development (ICPD) and other such instruments. International, regional and sub-regional

cooperation towards the empowerment of women will continue to be encouraged through sharing of experiences, exchange of ideas and technology, networking with institutions and organizations and through bilateral and multi-lateral partnerships.

10.9. Summary:

The subordination of women to men pervades family life in all classes and castes in India customary practices preclude women from inheriting land as daughters except in the absence of male heirs. Hindu laws of property and ownership of the means of production give women negligible rights as independent entities, to family in come, assets and property.

A historical study of woman in India reveals that there were distinct stages of rise and fall in her status woman in Vedic times enjoyed a very high status. After the vedic period, the position of women deteriorated considerably.

The decline in the Indian women's status was reflected in the customs relating to marriage, religion and property, widowhood, dowry, role in the family, basic attitudes with respect to the social image of woman.

The principle of gender equality is enshrined in the Indian constitution in its preamble, fundamental rights, fundamental duties and directive principles of state policy. The policy also takes note of the commitments of the ninth five year plan and other sectoral policies relating to empowerment of women.

The women's movement and non-government organizations have contributed for the empowerment of women

There still exists a wide gap between the goals enunciated in the constitution, policies and plans and programmes on the one hand and the situation reality of the status of women in India, on the other. .

The goal of this policy is to bring about the advancement, development and empowerment of women. The policy will be widely disseminated so as to encourage active participation of all stakeholders for achieving its goals.

Legal – Judicial system will be made more responsive and gender sensitive to women's needs.

Women's equality in power sharing and active participation in decision making, including decision making in political process at all levels will be ensured for the achievement of the goals of empowerment.

Policies, programmes and systems will be established to ensure mainstreaming of women's perspectives in all developmental processes, as catalysts, participants and recipients.

Steps will be taken for mobilization of poor women by offering them support measures to enhance their capabilities. Women's perspectives will be included in designing and implementing macro-economic and social policies.

Strategies will be designed to enhance the capacity of women and empower them to meet the negative social and economic impacts, which may flow from the globalization process.

Equal access to education for women and   girls will be ensured. The reduction of infant mortality and maternal mortality which are sensitive indicators of human development is a priority concern. Focused attention would be paid to meeting the nutritional needs of women at all stages of the life cycle. Women's perspectives will be included in housing policies. Women's participation will be ensured in the conservation of the environment and control of environmental degradation. Programmes will be strengthened to bring about a greater involvement of women in science and technology. In view of the needs of specially disadvantaged groups, measures and programmes will be undertaken to provide them with special assistance. All forms of violence against women shall be dealt with. All forms of discrimination against the girl child and violation of her rights shall be eliminated mass media will be used to portray images consistent with human dignity of girls and women. The existing legislative structure will be reviewed. The panchayat Raj institutions will play a central role in the process of enhancing women's participation in public life. The policy will aim at implementation of international obligations / commitments in all sectors on empowerment of women.

10.10. Key words:

a) Status of women

b) Gender discrimination

c) Women's movement

10.11.Self Assessment Questions:

1. Discuss social policy on women

2. Explain national policy for the empowerment of women (2001)

10.12.   Reference Books:

1. Government of India 1987   : Encyclopedia of social work publication
                                         division, ministry of welfare, New Delhi.

2. Dr. Sach DEva, D.R. (1992-93)   : Social welfare administration in India, Kitab Mahal,
                                         Allahabad.

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Lesson-11

SECTORAL POLICY- NATIONAL POLICY FOR CHILDREN

11.0. Objective:

The objective of this lesson are to explain the National Policy for the children.

Contents:

11.1. Introduction:

The nation's children are a supremely important asset. Their nurture and solicitude are our responsibility children's programmes should find a prominent part in our national plans for the development of human resources, so that our children grow up to become robust citizens, physically fit, mentally alert and morally healthy, endowed with skills and motivations needed by society. Equal opportunities for development to all children during the period of growth should be our aim, for this would serve our larger purpose of reducing inequality and ensuring social justice.

According to Rajiv Gandhi, ' children are most important resource and deserve all possible investment for their development. In the words of UNICEF's executive Director, James P. Grant, "protecting the physical and mental development of children is the most important of all investments in the social and economic development of our societies".

Problems of children:

Thousands of children are kidnapped every year; many of them are maimed and forced into beggary. In all these unfavourable situations, the girl child is badly affected. If our male child is deprived, the girl child is doubly deprived. The girl child is discriminated against because of her sex. More girls in our society suffer from malnutrition than boys.

The situation of children in other parts of the world is equally frustrating. From the Artic to Australia, from china to Brazil, children are beaten, tortured, starved, abused, degraded, dominated, exploited and neglected. Some are subjected to illegal international adoption and others left to roam the world as refugees.

The united nations has been concerned about the miserable lot of children. United nations children Fund, convention on the rights of the child and world summit for children contributed great achievements to the international body for child welfare.

United Nations children fund:

The united nations children fund began to focus attention on the widespread malnutrition, diseases, and illiteracy affecting millions of children throughout the developing world. The unicef is a global welfare body. It wants to promote and augment the available resources for 'child survival and development revolution. It is providing encouragement to the agencies for reducing infant mortality and improving child health.

UNICEF has a vital role to play in our country. It Is our partner in national reconstruction. We have been the recipient of unicef assistance for child welfare and development programmes.

UN convention on the rights of the child, 1989:

Poland had proposed the UN convention on the rights of the child. Declaration of the rights of the child stated, "Mankind owes its children the best it was to offer". The 54 – Article convention covers a broad spectrum of civil, social , economic and political rights, affirming the child's right to life, health, education and freedom of expression as well as the right to a name, to acquire a nationality and to preserve an identity. The convention extends international legal protection to the adoption process.

"The united nations has given a global community an international instrument of high quality, protecting the dignity, equality and basic human rights of the world's children. The convention is to be the most humanitarian universal legal act that ever existed.

"The convention first and foremost is a new treaty body in international law, a new morality, establishing a standard of rights of a child as an individual , not as a possession of adults. It obliges the adult world to treat children well, not as an act of charity but as a matter of their legal rights. This new morality, these standards have important implications for the future.

World summit for children:

The first united nations world summit for children was held in new york on September 29-30, 1990. The summit was a reminder of our obligations to build peace and safeguard the future

by ensuring the survival, protection and development of the child. The declaration envisages healthy children growing up in a healthy family environment and leading fruitful and constructive lives. It suggests eradication of diseases, providing health care facilities, improvement in nutrition, education of both child and mother and family planning to ensure proper spacing of children and smaller families to achieve this goal. The summit was to work for the well being of those who would live in and lead a new world order, freer from the threat of terror, stronger in the pursuit of justice and more secure in the quest for peace.

The linkages between survival, health, sanitation and environment are now being more clearly perceived, which is to mean achievement, since it points to a holistic approach to growth; highest priority should be given to the right of the children, their survival, protection and development

Some of the major goals spelt out in the unicef plan of operations include reduction of infant mortality, maternal mortality, malnutrition, universal access to safe drinking water and sanitation, access to basic education and literacy and protection of children in specially difficult circumstances like armed conflict, natural disaster and abandonment. Most of these goals were incorporated in the approach to the eighth plan in our country.

11.2. Constitutional provisions:

The national concern for children is reflected in the constitutional and legislative provisions which govern the rights of children and obligations of government, society and family towards children. Article 25 lays down that no child below 14 years shall be employed to work in any factory or mine or engaged in any other hazardous employment. Article 39 of the directive principles of state policy requires the state to ensure that children are not forced by economic necessity to enter vocations unsuited to their age and strength. It further stipulates that children are given opportunities and facilities to develop in a healthy manner in conditions of freedom and that childhood and youth are protected against exploitation and against moral and material abandonment. Article 45 requires the state to endeavour to provide free and compulsory education for all children up to the age of 14 years.

The state has enacted various legislation in pursuance of the above provisions for welfare of children. These include laws prescribing minimum age for boys and girls, appointment of a guardian for a minor child's person or property, the Hindu adoption and maintenance act, 1956, women's and children's institution (Licensing) Act, 1960, state children acts, factories act of 1948, plantation labour act of 1951, the mines act of 1952, shops and establishment acts prohibiting the employment of children in hazardous occupations, juvenile justice act, 1986 and so on.

11.3 National Policy for children:

It was the setting up of the planning commission in 1951 that child welfare started getting greater attention. The contents of the various five year plans represent a significant reflection of government's policy towards children. The recommendation of a number of special committees such as the health survey and planning committee appointed by the government of India in 1959, the study team on social welfare and welfare of backward classes appointed by central social welfare board in 1960, and the committee for the preparation of programmes for children

appointed in 1967 by the department of social welfare, the education commission of 1984, the study group on the pre-school child set up by the ministry of education, role of a large number of voluntary agencies and national associations concerned with the handicapped children, declaration of the rights of child, (1959), international agencies like W.H.O and UNICEF have all contributed towards the need of national policy for children

The recommendations of the committee for the preparation of programme for children (1968), the preparation of eight point draft programme on child welfare by the Indian council for child welfare in 1973, had provided an added stimulus to these efforts culminating finally in the adoption of a national policy for children in 1974".

The preamble of the policy states that, children's programme should find a prominent part in our national plans. It enjoins on the state the policy to provide adequate services to children, both before and after birth and through their period of growth, to ensure their full physical, mental and social development.

The various provisions of the policy refer to health and nutrition of children and mothers, nutrition education of mothers, free and compulsory education of children up to the age of 14 and recreation and cultural and scientific activities. It also refers to treatment, education and rehabilitation of physically handicapped, emotionally disturbed and mentally retarded children and special assistance to children belonging to weaker sections, scheduled castes and tribes and other economically weaker sections in urban and rural areas and provisions of facilities to the delinquent, destitute, neglected and exploited children to enable them to become useful citizens.

The national policy on education (1986) stresses a holistic approach to early child hood care and education. The 20 point programme embodies the concern for the child in its several action programmes oriented to benefit disadvantaged children.

Goals:

The needs of children and our duties towards them have been expressed in the constitution. The resolution on a national policy on education, which has been adopted by parliament, gives direction to state policy on the educational needs of children. We are also party to the U.N. Declaration of the rights of the child. The goals set out in these documents can reasonably be achieved by judicious and efficient use of the available national resources. Keeping in view these goals, the government of India adopts this resolution on the National policy for children.

11.4. Policy and Measures:

It shall be the policy of the state to provide adequate services to children, both before and after birth and through the period of growth, to ensure their full physical, mental and social development. The state shall progressively increase the scope of such services so that, within a reasonable time, all children in the country enjoy optimum conditions for their balanced growth. In particular the following measures shall be adopted towards the attainment of these objectives.

1. All children shall be covered by a comprehensive health programme.

2. Programme shall be implemented to provide nutrition services with the object of removing deficiencies in the diet of children

3. Programmes will be undertaken for the general improvement of the health and for the care, nutrition and nutrition enunciation of expectant and nursing mothers.

4. The state shall take steps to provide free and compulsory education for all children up to the age of 14 for which a time-bound programme will be drawn up consistent with the availability of resources. Special efforts will be made to reduce the prevailing wastage and stagnation in schools particularly in the case of girls and children of the weaker sections of society. The programme of informal education for pre-school children from such sections will also be taken up.

5. Children who are not able to take full advantage of formal school education should be provided other forms of education suited to their requirements.

6. Physical education, games, sports and other types of recreational as well as cultural and scientific activities shall be promoted in schools, community centres and such other institutions.

7. To ensure equality of opportunity, special assistance shall be provided to all children belonging to the weaker sections of the society, such as children belonging to scheduled castes, and scheduled tribes and those belonging to the economically weaker sections both in urban and rural areas.

8. Children who are socially handicapped, who have become delinquent or have been forced to take to begging or are otherwise in distress, shall be provided facilities for education, training and rehabilitation and will be helped to become useful citizens.

9. Children shall be protected against neglect, cruelty and exploitation.

10. No child under 14 years shall be permitted to be engaged in any hazardous occupation or be made to undertake heavy work

11. Facilities shall be provided for special treatment, education, rehabilitation and care of children who are physically handicapped, emotionally disturbed or mentally retarded.

12. Special Programmes shall be formulated to spot, encourage and assist gifted children, particularly those belonging to the weaker sections of society.

13. Children shall be given priority for protection and relief in times of distress or natural calamity.

14. Existing laws should be amended so that in all legal disputes, whether between parents or institutions, the interests of children are given paramount consideration.

15. In Organising services for children, efforts would be directed to strengthen family ties so that full potentialities of growth of children are realized within the normal family, neighbourhood and community environment.

Priority in Programme Formulation:

In formulating programmes in different sectors, priority shall be given to programmes relating to:

a) Preventive and promotive aspects of child health.

b) Nutrition for infants and children in the pre-school age along with nutrition for nursing and expectant mothers;

c) Maintenance, education and training of orphan and destitute children;

d) Crèches and other facilities for the care of children of working or ailing mothers; and

e) Care, education, training and rehabilitation of handicapped children.

Constitution of National Children's Board:

During the last three decades, we have made significant progress in the provision of services for children, on the lines detailed above. There has been considerable expansion in the health, nutrition, education and welfare services. Rise in the standard of living, wherever it occurred, has indirectly met children's basic needs to some extent. But all this work needs a focus and forum for planning and review and proper coordination of the multiplicity of services striving to meet the needs of children. A national children's board shall be constituted to provide this focus and to ensure at different levels continuous planning, review and coordination of all the essential services, review and coordination of all the essential services. Similar Boards may also be constituted at the state level.

11.5. Role of voluntary organizations:

The government shall endeavour that adequate resources are provided for child welfare programmes and appropriate schemes are undertaken. At the same time, voluntary oganisations engaged in the field of child welfare will continue to have the opportunity to develop, either on their own or with state assistance, in the field of education, health, recreation and social welfare services. India has a tradition of voluntary action. It shall be the endeavour of the state to encourage and strengthen voluntary action so that state and voluntary efforts compliment each other. The resources of voluntary organizations, trusts, charities and religious and other endowments would have to be tapped to the extent possible for promoting and developing child welfare programmes.

Legislative and Administrative Action:

To achieve the above aims, the state will provide necessary legislative and administrative support. Facilities for research and training of personnel will be developed to meet the needs of the expanding programmes and to improve the effectiveness of the services.

People's Participation:

The government of India trusts that the policy enunciated in this statement will receive a support and cooperation of all sections of the people and of organizations working for children. The government of India also calls upon the citizens and voluntary organizations to play their part in the overall effort to attain these objectives.

11.6. Implementation of the policy:

India is one of the very few developing countries in the world to translate its commitment to the cause of the child into a national policy on children. The first major step towards implementing this policy was taken with the introduction of multi-sectoral integrated child development services (ICDS) programme in October, 1975.

11.7. Integrated child development services (ICDS) scheme:

The main objectives of the scheme are to improve the nutrition and health status of children in the age group of 0-6 years, to lay the foundations for proper psychological, physical and social development of the child, to reduce the incidence of mortality, malnutrition and school drop outs; to achieve effective coordination of policy and implementation amongst the various departments to promote child development and to enhance the capability of the mother, through proper nutrition and health education.

The scheme covers children below the age of six years, expectant and   nursing mothers and other women in the age group of 15-44 years belonging to the poor families. It aims at the delivery of package of services such as : supplementary nutrition, immunization, health check up, referral services, non-formal pre-school education and health and nutrition education to all women.

The focus point to provide the ICDS package of services is an anganwadi in every village or a ward of an urban slum area. UNICEF assists the ICDS programme in the spheres of consultancy services, training, communications, supplies, equipment, monitoring, research and evaluation.

Creches / Day care centres:

The central scheme of crèches to children of working and ailing women is supplemented through voluntary organizations. The department provides grants to the central social welfare Board which in turn assists voluntary organizations to implement the scheme. The scheme envisages day care services for children of the age-group 0-5 years. Services include health care, supple-mentary nutrition, sleeping facilities, immunization and play and entertainment for children each crèche unit takes care of 25 children. Two Ayas/ helpers are employed to look after the children.

The scope of the scheme is to extend crèches facilities to the children of mothers who are hospitalized due to various ailments or are suffering from communicable diseases. The facilities are also available to those who are unable to take up employment because of little children and have to be looked after and are unable to keep their children in commercial crèches.

Early childhood education:

The sixth plan suggested early childhood (Pre-school) education as a strategy to reduce the drop out rate and improve the rate of retention of children in schools. Early child hood education is designed towards improving the children's communication (language) and cognitive (social, emotional, intellectual, and personality development skills. A scheme to give central assistance to voluntary organizations for running such centres in rural and back ward areas was framed for implementation in educationally backward states.

Research and Evaluation:

The department sponsors research and evaluation studies to research institutions, voluntary organizations and professional associations working in the filed of women and child development through its scheme of great- in –aid for research and publications funds. It gives priority to research projects of an applied nature, keeping in view policy priorities, social problems requiring urgent public intervention and evaluation of the programmes implemented by the department.

Organisational Assistance to voluntary organizations for women and child development:

The department gives financial assistance to voluntary organizations working in the field of women and child development to maintain their central offices so that their activities can be carried on in a smooth manner. The government of India meets expenditure on salaries and allowances of professional and house keeping staff of the central offices and up to 50% of other contingent expenditure.

General Grants-in-aid for assistance to voluntary organizations:

The role of voluntary organizations and their participation in welfare and development activities for women and children has been recognized by the government both as an important resource as well as to emphasize the social problems and social issues require active participation of the community. The national policy for children also recognizes the important role of the voluntary bodies in the cause of the child. The government has accordingly formulated many schemes to cater to the needs of children and women.

Information and Mass education activities:

The department through its division of social and health awareness (DISHA) aims at promoting greater involvement of people in women and child development activities, through public education and awareness programmes. The objectives of the programmes are: to create awareness about various social welfare schemes and programmes of the government: to mobilize public opinion and encourage voluntary action, against social evils like dowry, child marriage etc. and to promote better parental care, health and nutrition to the child and mother.

The various public education activities include: (1) Radio programme, (2) Films (3) Films Library; (4) Exhibition; (5) Outdoor publicity.

Special component plan (SCP) for SCs:

The department of women and child development implemented programmes for women and children belonging to the most disadvantaged sections of society like scheduled castes, scheduled tribes and other socially and economically backward classes living in backward rural and tribal areas and urban slums. The basic consideration is to ensure that benefits flow to the disadvantaged sections of society including scheduled castes and scheduled tribes. The integrated child development services(ICDS) are extended to backward rural areas, tribal areas and urban slums. The project area includes backward areas, backward tribes, drought prone areas, areas inhabitated by scheduled castes, nutritionally deficient areas and areas poor in development.

National Children's Board:

The national policy for children envisages a national children's Board under the chairmanship of the prime minister to function as a focus and forum for planning, review and coordination of the multiplicity of services to meet the needs of the children. The board was originally constituted on 3rd December, 1974 and was last reconstituted on 27th, may 1986.

National Children's Fund:

The national children's fund was constituted under the charitable endowments act, during international year of the child (1979) to finance voluntary organizations at the national, state and district levels to implement programmes for the welfare of children and rehabilitation of destitute children. The welfare programmes for children belonging to scheduled castes, scheduled tribes and other backward classes are given priority consideration. The fund is managed by a board of management under the chairmanship of the union minister of Human Resource Development. The Director, National Institute of public cooperation and child development is the secretary treasurer of the fund.

11.8 Child Labour:

Despite laws and constitutional provisions, child exploitation in the country still goes unchecked. The international labour organization report 1988 highlights the fact that the number of child labour in India is on the increase despite prohibitory laws. India accounts for one third of child labour in Asia and one fourth of the world's working children.

In many cities a large number of young boys were employed for long hours and faced corporal punishment and other disciplinary measures. The national commission on labour reported that child labour persisted in varying degrees in the unorganized sector such as small plantations, restaurants, hostels, weaving mills, stone breaking, Brick, handicrafts and road building. Employment of child workers below the prescribed age was also reported to be continuing in far off places and rural areas where enforcement of statutory provisions was more difficult.

The rights of the child should be protected; all Government in south Asia should ratify the I.L.O conventions on child labour to put these suggestions into focus; September 18, should be designated as a "Day for children in servitude; Hundreds of 'unfortunate children are moving from survival to servitude every day in our country. It is necessary to ensure that they will be freed from the inhuman bondage and helped to live as free men and women.

Care of illegitimate children:

There are millions of children in India who are denied parental care in their formative years. In recent years both government agencies and voluntary organizations have been doing their best to provide these unfortunate children "a home away from home". But no organization had ever thought of providing a healthy environment to the countless number of illegitimate children. Delhi administration's decision to adopt children form to prostitutes is   bold and revolutionary and deserves praise. The directorate of social welfare adopted 23 such children in 1989. It is a small beginning, but the mothers of these children deserve to be congratulated for taking this bold step towards making their children good citizens. The administration is maintaining secrecy regarding

the name and place of the institution for rehabilitating them without any social stigma. The supreme court has given directive to the government of India and state governments to open separate hostels for the rehabilitation of the children of prostitutes in an "open and healthy environment".

Children in Jails:

The law in India clearly states that no child below the age of 16 should be detained in prison. Despite this, many young children are in jails in the country. These young prisoners live in human conditions, and they are as ' helpers' to prepare food, clear and sweep rooms, wash clothes and fetch water for jail inmates. Parliament passed the children's law in 1960 to safeguard young prisoners against abuse and exploitation. The Supreme Court indicted the states for not providing separate facilities for children in jails and for not opening reformatory institutions like borstal schools. But lack of funds on the one hand and the apathy of the authorities on the other have left young prisoners in more or less the same plight in which they were before independence.

These children have been victims of abuse, first at home and then in jails. In effect they missed not only their childhood but also their youth. The supreme court observed that "if a child is a national asset, it is the duty of the state to look after the child with a view to ensuring full development of its personality. It is elementary that a jail is hardly a place where a child should be kept.

The Supreme Court further directed "even where the children are accused of offences, they must not be kept in jails. On no account, should the children be kept in jail and If the state government has not got sufficient accommodation in its remand homes or observation homes, the children should be released on bail instead of being subjected to incarceration in jails.

The state governments may have constraints and problems in dealing with offences committed by young boys. But that does not warrant the breaking of legal norms and court directives.

11.9. The National institute of public cooperation and child development (NIPCCD):

The National institute of public cooperation and child development (NIPCCD) is an autonomous body functioning under the department of women and child development. Formerly it was known as the central institute of research and training in public cooperation sponsored by the planning commission. It was recognized as national institute of public cooperation and child development with effect from July, 1975, as a sequel to the adoption of national policy for children. It has three regional centres at Bangalore, Yuwahati and Lucknow.

Its main functions are: research and evaluation studies in public cooperation, women and child development, training of government and voluntary sector personnel engaged in social development, women and child development and allied activities; dissemination of information pertaining to women and child development, and public cooperation through documentation and publications, technical advice and consultancy to central and state governments and other agencies in promotion and implementation of policies and programmes for women and child development and voluntary action; and liaison with international and regional agencies, research institutions, universities and technical bodies engaged in activities similar to those of NIPCCD.

The policies and programmes initiated for the welfare of children after independence reflect the genuine concern of the government and   nation about the well being of most precious human resource. This concern is further evident in the declaration of national policy for children in 1974 and the various measures for implementation of this policy. The constitution of central social welfare board and its counterparts in the states, National institute of social defence, National institute of public cooperation and child development and above all the ministry of welfare and the department of women and child development etc. bear a testimony to the urgency the government is giving to the amelioration of the lot of children.

11.10. Summary:

The nation's children are a supremely important asset. Their nurture and solicitude are our responsibility.

Thousands of children are kidnapped every year; many of them are maimed and forced into beggary. In all these unfavorable situations, the girl child is badly affected.

The United Nations children fund began to concentrate on the widespread malnutrition, diseases, and illiteracy affecting millions of children throughout the developing world.

The U.N. convention on the rights of the child (the 54- article convention) covers a broad spectrum of civil, social, economic and political rights, affirming the child's right to life, health, education and freedom of expression as well as the right to a name, to acquire a nationality and to preserve an identity.

The national concern for children is reflected in the constitutional and legislative provisions which govern the rights of children and obligation of government, society and family towards children.

It was the setting up of the planning commission in 1951 that child welfare started getting greater attention. The contents of various five year plans represent a significant reflection of government's policy towards children.

The various provisions of the policy refer to the health and nutrition of children and mothers, nutrition education of mothers, free and compulsory education of children up to the age of 14 and recreation and cultural and scientific activities.

It shall be the policy of the state to provide adequate services to children, both before and after birth and through the period of growth, to ensure their full physical, mental and social development.

Voluntary organizations engaged ion the field of child welfare will continue to have the opportunity to develop, either on their own or with state assistance, in the field of education, health, recreation and social welfare services.

The government of India trusts that the policy enunciated in the statement will receive a support and cooperation of all sections of the people and organizations working for children.

The first major step towards implementing this policy was taken with the introduction of multi-sectoral integrated child development services(ICDS) programme in October, 1975.

The central scheme of crèches to children of working and ailing women is supplemented through voluntary organizations. The sixth plan suggested early childhood (Pre-school) education as a strategy to reduce the drop-out rate and improve the rate of retention of children in education. UNCEF"s assistance is utilized for various programmes. The department sponsors research and evaluation studies. The department aims at promoting greater involvement of people in women and child development activities, through public education programmes. The national children's board was originally constituted on 3rd December, 1974. The national children's fund was constituted under the charitable endowments Act, 1990. India accounts for one third of child labour in Asia and one-fourth of the world's working children. Delhi administration's decision to adopt children born to prostitutes is bold and revolutionary and deserves praise.

11.11. Key Words:

a) World Summit

b) Creches

c) UNICEF

11.12. Self Assessment Questions:

1) Discuss the National Policy for children

2) Explain national policy programmes for children.

11.13. Reference Books:

1. Government of India (1987)   : Encyclopedia of Social work in India, publication Division, Ministry of welfare, Government of India.

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Lesson -12
Sectoral Policy – Social Policy on Environment

12.0. Objective:

The objective of this lesson are to explain environment policy.

Contents:

12.1. Introduction:

'Environment pollution" has become to day one of the biggest menaces of the modern civilized world. The pressure of human population on the environment is continuously mounting. The developed countries are abusing the limited natural resources for their pomp and luxury. The under developed countries are tapping these resources for their existence. In both the cases the natural environment is the target of attack. Preserving the natural resources for the future generations has become a big challenge.

Our eco-system is today increasingly threatened by commercial exploitation, growing population demands and industrial pollution. There is threat to our mother earth's rivers and oceans, forests and plain lands. We need great efforts to protect the natural environment threatened by over-population and misguided technology. The problem of pollution is as old as industrial revolution. But it has attained new proportions to day.

12.2. Pollution:

All the three states of matter- solid, liquid and gas are affected by pollution. There are new forms of pollution also. There is "noise pollution and "nuclear pollution". Pollution is causing a great danger to human existence. Pollution is affecting, not only human beings but even plants, trees and animals. Petrol or diesel fumes from lorries, buses and cars contain certain chemicals which are transformed into poisonous substances. They will affect the plants like tobacco, tomato and potato, cereal crops and certain flowers. Smoke from factories produce chemicals which damage cotton and rose plants.

The land in which we live, the air that we inhale, the water we drink and the sound that we hear are all polluted. There is growing concern by the economists, sociologists, environmental scientists and administrators about the destruction of environment.

The adverse environmental factors are health hazards and mans ill-health can he traced to water pollution, soil pollution, air pollution and poor housing conditions. In fact man is responsible for the pollution of his environment through urbanization, industrialization and other human activities. In 1972, the U.N. conference on the human environment focused world wide attention on the environmental hazards that threaten human beings. The world health organization (W.H.O) has compiled a survey of environmental hazards to human health.

Sanitation does not mean the construction of latrines only. The term sanitation coves the whole field of controlling the environment with a view to prevent disease and promote health. Air pollution is of growing concern in many urban centres. Industrial growth has given rise to environmental pollution. Advances in nuclear technology produced the problem of radio-active pollution of the environment. The demographic growth and urbanization are bringing about social and environmental changes. The term 'environmental sanitation' is now being replaced by environmental health. A purely medical or engineering approach is no longer sufficient; a combined multi-disciplinary programme of action is needed to achieve healthy environment.

12.3 Meaning of "Environment":

The term environment implies all the external factors- living and non- living, material and non-material – which surround man. Environment includes not only the water, air and soil, but also the social and economic conditions under which we live.

The term 'environment' etymologically means "surroundings" which comprise of air, water and land.

Definition:

1. The term environment refers to anything that immediately surrounds an object and exerts a direct influence on it.

2. Environment is the sum of all social, economic, biological, physical, or chemical factors which constitute the surroundings of man, who is both creator and moulder of his environment.

3. C.C. Park defines the term in the following way: "environment refers to the sum total of conditions which surround man at a given point in space and time". Environment has been divided into three components.

i)   Physical: Water, air, soil, housing, wastes, radiation etc.

ii)   Biologic: Plant and animal life including bacteria.

iii)   Social: Customs, culture, habits, income, occupation, religion etc.

Environment Management:

Environmentalism is a new movements in the world. It is getting top priority in national policies. The government of India in the sixth five year plan (1980-85) formed the following policy:-

"It is imperative that we use our renewable resources of water, soil, and vegetation to sustain our economic development. Over exploitation of these is visible in soil erosion, floods, deforestation, siltation, floral and wild-life resources. The depletion of these resources tends to be irreversible and since the whole population depends on these natural resources to meet their basic needs i.e, fuel, fodder and land, it has meant a deterioration in their standard of life".

Environment management has become an important aspect of the modern economic planning. The objectives of environment management are stated here.

1. Maintenance of environmental quality

2. Balancing the eco-system

3. Restrict and regulate the exploitation of natural resources.

4. To protect the environment from degradation

5. To renew natural resources and reduce natural disasters.

6. to adopt engineered technology without creating adverse effects on environment

7. To formulate laws and regulations to control pollution.

"Environment Pollution": Meaning:

To improve the quality to life, man has changed the balance in nature. The human act of spoiling or contaminating the environment and disturbing the ecological balance can be called, "Environment pollution".

Definition:

Contamination of the environment by the addition of undesirable substances produced by human activities which cause damage to the living organisms is called "environment pollution".

The undesirable substance is called "Pollutant". Ex. Carbon monoxide is an air pollutant; sewage is a water pollutant.

1. Pollution is the contamination, un favourable alteration or desecration of any part of the environment by products produced by human activities.

2. Pollution is an undesirable change in the physical, chemical or biological characteristics of air, water and land that may harmfully affect living organisms, industrial processes or raw materials.

3. Pollution is the release of harmful substances or energy into the environment by man in quantities that damage health and resources (Edwards-1972)

4. Pollution is viewed as – " the release of substances and energy as waste products of harmful activities which result in harmful changes within the natural environment " (National Environmental Research Council, 1976".7

12.4 Causes of Environment Pollution:

Environment pollution is one of the horrible ecological crises to which we are subjected. There are three basic amenities for living organisms i.e air, land or soil and water. The earth is supporting life. The earth contains the amenities of life such as air, land and water. Unfortunately, all these amenities are polluted. This pollution posed a serious threat. Pollution is caused by so many factors. The following may be mentioned.

1. According to write (1970), human greed and ignorance led to ecological crisis.

2. According to south wick (1976) human population explosion is the main cause of pollution

3. The root cause of pollution has been man's misbehaviour with the nature.

4. Factors such as – human population explosion, rapid industrialization, deforestation, unplanned urbanization, scientific and technological advancement etc. are responsible for the pollution crisis.

Industrialization is the greatest menace of pollution. More factories are built and more oil and coal are burnt. Burning of both adds to pollution. The scientific, technological and industrial advances are responsible for pollution. In kanpur and Bombay, the factories contribute to more pollution than the inhabitants.

Thought less burning of agricultural wastes and destruction of forests can cause pollution. Rapid population growth combined with modern technology has caused a serious environmental crisis. Environmental pollution seems to be the necessary evil of all man-made progress.

Types of Environment Pollution:

The environment is being polluted in various ways. Many a times man himself is responsible for this pollution. He has to suffer from his own misdeeds. Environment pollution assumes different forms: air pollution, water pollution, sound pollution, land pollution and pollution by radioactivity.

1. Air Pollution:

Air is a mixture of gases existing as a thin layer around the earth. Air or atmospheric pollution refers to the contamination of the air by the addition of unwanted solid wastes or gases produced by human activities. Air is polluted when it is contaminated by poisonous gas, smoke, ash, fuel, malign water etc. given out by the factories, automobiles etc.

"Excessive release of air pollutants in the atmosphere by anthropogenic activities disturb the dynamic equilibrium in the atmosphere and thereby affect man and his environment".

The world health organization (WHO) has defined air pollutants as "Substances put into air by the activity of mankind in concentration sufficient to cause harmful effect to his health, vegetables, property or to interfere with the enjoyment of his property".

Air pollution is caused mainly by smoke from automobile exhaust and gases released by industrial plants.

Air pollution is the greatest threat to our health in the future. Residents of the heavily industrialized and thickly populated city of Mumbai are hard hit by air pollution. It is said that every moment mumbayists breath air containing so many poisonous chemicals that 10% more of them suffer from ashthama, bronchitis, coughs, colds and headaches than citizens of almost any other city or town in India.

Air pollution affects the health of the human beings adversely. It causes diseases like heart disease, lungs disease, high blood pressure, nervous debility, eye sore, paralyses, throat irritation, chronic bronchitis, lung cancer, respiratory allergies etc. it may cause even death.

Water pollution:

Water is essential for the survival of any form of life. The combined pressures of the population growth and industrial development have imperiled the world's water supply.

Meaning of "water pollution":

1. The term water pollution refers to the contamination of water by toxic pollutants that may either eliminate some living organisms or all forms of life.

2. "Any human activity that impairs the use of water as resource may be called water pollution. With exploding population and increasing industrialization and urbanization water pollution by agricultural municipal and industrial sources has become a major concern for the welfare of mankind". (S.S. Dara)

3. Water is polluted when it is contaminated by sewage, malign water, chemicals, affluents of water given out by factories, automobiles, etc. when all these substances flow into river water, or lake water, or well water, or sea water, pollution of water takes place.

Water pollution comes from three major sources- (i) Sewage, (ii) Industrial Waste, (iii) Agricultural Waste. To day industry contributes more to water pollution than do household users.

Rivers and Lakes are Polluted:

The nation's rivers and lakes have long been the dumping ground for many industries. The rivers such as Ganga and cauvery, the lakes such as the Dal and Nagin (Srinagar), Loktak (Manipur), chilka orissa) and many others are becoming the dumping grounds for poisonous chemicals, factories, agricultural wastes, insecticides and even acids.

Even oceans polluted:

More than half of the oil produced in the world is transported across oceans by ships and oil tankers. One part in a thousand of this is lost by spillage and leakage. In fact into the oceans encircling India alone is split more than 1 million tonnes of oil annually. Much of this oil will not leave the ocean because unlike water, it does not evaporate easily and year after year it accumulates (N.Seshagire: 1994)

Polluted water can cause damage not only to human beings but also to the cattle, fish, plants, trees and other forms of living beings. The extent of water pollution is such that around 60% of the diseases in India are caused due to the consumption of the polluted water. Water pollution causes number of diseases like cholera, typhoid, dysentery, jaundice and viral diseases. Many of the south- east Asia countries do not have access to safe water and adequate sanitation. Water pollution can cause damage to the nervous system and can cripple people, especially children. It may even affect adversely the unborn children in their mother's wombs.

3. Sound (noise) Pollution:

Noise is often defined as "unwanted sound". Noise is "wrong sound, in the wrong place, at the wrong time".

"The term noise may also be defined as an un wanted sound at a wrong time and at a wrong place".

Man is living in an increasingly noisy environment. The 20th century has been described as the "Century of Noise". Noise has become a very important "Stress factor" in the environment of man. Noise pollution in the modern life is, leading to health hazards. An irresponsible or meaningless noise is disturbing and annoying. Prolonged and loud sound is mostly caused because of industries, vehicles, trains, loud speakers, aeroplanes etc. since noise is found to cause physical, physiological or psychological harm or stress to human beings, it is also considered a pollutant.

Noise is a by product of human activity. Excessive noise can result in, loss of hearing, increase in accidents and decrease in productivity. The loudness of noise is measured in decibels (db). People can tolerate up to 85 db. As civilization grows, noise pollution also grows.

Effects of sound pollution:

It has adverse effects on human life. It damages man's hearing, reduces hi sage, causes loss of mental peace and results in emotional upsets. (ii) it has also an adverse effect on animal life. It retards their growth and affects their working ability.

4. Soil pollution OR Solid waste:

Solid wastes can be broadly defined as those wastes which have been rejected for further use and which can neither be transported by water into steams nor can readily escape into the atmosphere. They include all the discarded solid materials from municipal, agricultural and industrial activities.

Among the World's most serious environmental problems is how to dispose of its wastes. The garbage are produced every day, including paper, yard wastes, glass, metals, food, plastic and wood. This garbage is termed as "Solid Wastes". The output of daily waste depends upon the dietary habits, life styles, living standards and the degree of urbanization and industrialization.

Solid waste if allowed to accumulate, is a health hazard. Because it decomposes it causes fly breeding. It attracts rodents and vermin.

Adverse effects of soil pollution:

(i)   Soil or land pollution reduces the fertility of soil.

(ii)   Due to excessive use of chemicals and fertilizers our land is losing its natural capacity to support growth of plants and trees.

(iii)   It adversely affects animal and human life. The accumulations of garbage contaminate the plants and animals that are consumed by human beings. Diseases are also caused by heaps of the garbage. It becomes the breeding ground for disease- bearing bacteria.

Nuclear Radioactive pollution:

Radioactive pollution results out of atomic radiation during which there is a spontaneous emission of particles (electrons) and rays (electromagnetic). These radiations are invisible and penetrate living tissues.

Adverse effects:

(i) High doses of radiation can cause death.

(ii) In lower doses, it can cause serious effects, impairing the functioning of organic systems.

(iii) Repeated and long exposure can cause cancer.

(iv) It has been observed that handicapped children were born to persons exposed to atomic radiation.

12.6. Environmental Policy:

The environmental policy is the central focus of the environmental management system. It must contain and clearly communicate the following for the organization.

1. Mission and core values with respect to the environment

2. Commitment to control and improve environmental performance.

Content Requirements of Environment Policy:

1. Appropriate to the organization's environmental impacts.

2. Commitment to continual improvement.

3. Commitment to prevention of pollution

4. Commitment to comply with environmental laws and regulations.

5. Document and implement the environmental policy.

6. Communicate it to all employees

7. Commitment to communicate the environmental policy to the public.

The Environment (Protection) Act, 1986:

The act is to provide for protection and improvement of environment. The decisions were taken at the united nations conference on the human environment held at stockholm in June, 1972, in which India participated, to take appropriate steps for the protection and improvement of human environment. It is considered necessary to implement the decisions aforesaid in so far as they relate to the protection and improvement of environment and the prevention of hazards to human beings, other living creatures, plants and property.

Objects of the Act:

1. Planning and execution of a nation-wide programme for the prevention, control and abatement of environmental pollution.

2. Laying down standards of the quality of environment in its various aspects

3. Laying down standards for emission or discharge of environmental pollutants from various sources.

4. Restriction of areas in which any industries, operation or processes, shall not be carried out or shall be carried out.

5. Laying down procedures and safeguards for the prevention of accidents which may cause environmental pollution and remedial measures for such accidents.

6. Laying down procedures and safeguards for the handling of hazardous substances. .

7. Research relating to problem of environmental pollution.

8. Inspection of any premises, plant, equipment, machinery, manufacturing or other processes and to take steps for prevention, control and abatement of environmental pollution. .

9. collection and dissemination of information in respect of matters relating to environmental pollution

10. Preparation of manuals, codes or guides relating to the prevention, control and abatement of environmental pollution.

12.7. Prevention of the Environmental Pollution:

India entered the area of environmental protection in the 1970s itself. It has taken measures in the direction of stopping or reducing environmental pollution. Some of the legislative measures taken by the government are mentioned here.

1. In 1974 the water (prevention and control of pollution) by the central government in order to prevent water pollution.

2. The air (Prevention and control of pollution) Act was passed in 1981 with the intention of controlling air pollution.

3. The central pollution control Board (CPCB) was formed at the national level, the board evolved guidelines to reduce pollution by introducing minimum national affluent standards (MINAS) in respect of selected industries.

4. The central government established the department of environment to coordinate various schemes and programmes for prevention of environmental pollution.

Major Legislative Measures Undertaken Since 1972:

1927 – The Indian Forest Act

1972 – The Wild life (Protection) Act

1974 - The water (Prevention and control of pollution) Act.

1980 - The Forests (conservation) Act

1981 – The Air (Prevention and control of pollution) Act

1986 – The Environment (Protection) Act

1991 – The Public liability insurance Act

1995 - The National Environmental Tribunal Act

1997 – The National Environment Appellate Authority Act policies

1988 – National forest Policy

1992–National Conservation Strategy and Policy Statement on environmental development

1992- Policy statement on Abatement of Pollution.

Prevention of Environmental Pollution: some Suggestions:

Man has been continuously ignoring "The laws of nature" and disturbing the ecological balance. We are destroying the forest and converting fertile land into desert as Dr. Einstein said. We have to protect the environment which protects us in turn. The following suggestions are given in this regard.

1. It is necessary to undertake an appropriate National industrial policy.

2. Un controlled urbanization is to be stopped

3. Owners of motor vehicles are to be instructed strictly to use pollution control gadgets.

4. The sewage system of the cities is to be revised. Sewage water is to be purified before it is allowed to join rivers, lakes or coastal waters.

5. A separate arrangement is to be made to collect and transport the inorganic and non- degradable garbage wastes to a distant place.

6. Recycling non-degradable materials,

7. Regular removal of garbages

8. Launching of save environment campaigns and movements.

9. Encouragement to conservation of forests.

10. A special   care is to be taken to protect the ozone layer.

11. Special financial assistance for protecting the environment

12. Creating Environmental awareness among children.

13. Launching of environmental education programmes.

12.8. Environment Protection:

Law alone cannot help in restoring the ecological degradation. What is required is general awakening of the people. The social consciousness of the common man is to be aroused. Once the citizenry is well informed, its spirit will not tolerate the sight of any ecological injustice.

The human environment endows every individual with a conducive atmosphere for life and growth. Most of our problems have roots in the destruction of environment. This destruction is the result of development pattern. In the name of development projects, the government is allowing clearance of forests and massacre of wild life. We have to resist this destruction in the guise of development.

Baba amte, medha patkar and sunderlal Bahuguna have shown us the way. Voluntary organizations spread the message of environment protection. If the objective of development was to improve 'the quality of life', then development and environment protection cannot be mutually exclusive.

'Environment versus development' has given way to a new understanding of mutual dependence. Environmental goals are an integral component of development. We must adopt 'ecological perspective' to ensure decent life for all. We are all responsible for every one alive today.

Ecological degradation:

In 20th century excessive technological growth created an unhealthy environment. Air pollution, Noise pollution, traffic congestion, chemical contaminants, radiation hazards, overcrowding, have become pesticide of our life. These health hazards are integral features of high tech economic system.

Indians eat food with highest toxic patricide residues. Deforestation and soil erosion have raised their ugly heads. Developmental projects led to deterioration of the natural environment. The lack of basic amenities, unhygienic conditions of living, natural disasters and occupational hazards haunt the deprived and under privileged masses. Deforestation seems to be an inevitable outcome of development. Large dams cause large scale destruction of natural resources in surrounding areas. The forest is cleared for approach roads and residential quarters. During 1951-76, 6.49 million hectares of forest was lost due to major river valley projects.

There is growing congestion due to unplanned development taking place in urban areas. Urban centres account for one fourth of the country's population. Mega cities like Bombay and Calcutta have been growing haphazardly without careful planning. There is rampant growth of slums. Awareness is growing to deter the kind of development which destroys the green belt and depletes ground water reserves. Development is meaningless unless it is sustainable.

Efforts to save Environment:

Two outstanding efforts to fight the forces that apt to destroy our natural resources are (1) chipko movement; (2) Narmada Bachao Andolan. The action of chipko is hugging of trees. In 1972, the movement grew out of protests in the forests of northern India. When contractors came for cutting trees, they found each tree hugged by three people. Sundarlal Bahuguna was the protagonist of this movement.

Most people equate development with affluence. This sort of development leads people to become butchers of nature, the destroyers of the forest. Medha Patkar and Baba Amte are the leaders of the movement of Narmada Bachao Andolan.

The emphasis is on people's participation in the struggle. Other methods are being utilized to involve the entire country, like publicizing facts relating to the project. The man on the street is ignorant of facts. The agitators harnessed the local and international support through a vigorous campaign of correspondence and dissemination of knowledge. The involvement of the affected people in taking up the cause is required The social activists helped to initiate the movement of change and the people have taken over in a big way. Today the activists serve to support the people's action.

12.9. Role of Professional Social Worker:

Illiterate people cannot understand cause-effect relationships between pollution and ill-health, deforestation and flooding, excessive noise levels and hearing impairments. The common man has more pressing problems to attend to than environmental issues. Environmental issues are beyond his sphere of reckoning. Even middle class educated people who are more knowledgeable will not understand the contribution of their refrigerator to the depletion of the Ozone layer. This is the role of professional social worker in relation to intervention.

Our basic task is to educate ourselves in order to be able to educate others. We have to take the lead in involving ourselves in issues that concern people and be the catalysts of a movement to protest against the forces of destruction of nature.

People's participation is the most important aspect for success in one's work. Work with client system would transform them into an action system. The action system would involve the process of conscientisation. Change from within is stronger than change from without. In working on issues of environment, social advocacy is an invaluable method of intervention. Publicizing private issues is a sure way of drawing mass attention and sympathy to one's cause. Social advocacy would also involve lobbying at various levels in order to strengthen one's base of work. Lobbying has become an integral part of gaining support.

Awareness programmes include discussions, tasks and audio- visuals on environment issues. School and college students are to be motivated to hold exhibitions. There is need for regular training, workshops on environment education for school teachers. There is pressing need for social workers to work as a team. We have to work with other professionals. Inter disciplinary functioning is the need of the hour.

Social Work Intervention:

1. Attempt to make human beings conscious of their interaction with eco-system.

2. To encourage man-environment relationship

3. Nature is not a bundle of resources for human consumption.

Strategies:

1) Environment education and information dissemination.

2) School and college students have no understanding of environment and their role in it.

3) Slum dwellers are ignorant about environment issues.

4) The city elite display an attitude of passivity.

5) To motivate them to action, they are to be educated.

Environment education for students:

1. Types, sources and consequences of pollution

2. Debates, discussions on environment issues

3. Slum dwellers may be educated through conscientisation.

4. Media can be utilized to educate the elite.

5. Films, T.V programmes, articles to be used for dissemination of information.

Mobilizing and Organizing the Public:

1. Mobilising public against policies harmful to environment.

2. Groups of individuals to be mobilised to undertake protest marches

3. Women can be organized to take action as in the case of chipko movement under Yaura Devi.

4. Utilise citizen groups and voluntary organizations for campaign and lobby.

5. Involve people's participation

Activities directly aimed at the amelioration of environmental problems:

1. Vehicular pollution and petrol shortage came up with the idea of car pools.

2. The smokeless chula is the alternative for use of coal by slum dwellers.

Social work Profession in the field of ecology:

1. Utilise citizen groups and voluntary organizations to campaign and lobby for action and legislation.

2. Utilise their knowledge of crisis intervention to deal with ecological crisis.

3. involve people's participation in the process of area development planning

4. Work towards a network of organizations active on environmental issues.

12.10. Summary:

'Environment pollution' has become to-day one of the biggest menaces of the modern civilized world. All the three states of matter- solid, liquid and gas are affected by pollution. There are new forms of pollution also. There is "noise pollution" and "nuclear pollution".

The term environment implies all the external factors- living and non-living, material and non- material – which surround man. Environmentalism is a new movement in the world.

To improve the quality life, man has changed the balance in nature. The human act of spoiling or contaminating the environment and disturbing the ecological balance can be called " environment pollution". There are three basic amenities for living organisms i.e air, land or soil and water. Environment pollution assumes different forms. Air pollution, water pollution, sound pollution, land pollution and pollution by radio activity.

Air or atmospheric pollution refers to the contamination of the air by the addition of unwanted solid wastes or gases produced by human activities.

The term water pollution refers to the contamination of water by toxic pollutants that either eliminate some living organisms or all forms of life.

The term noise may be defined as an unwanted sound at a wrong time and at a wrong place.

Among the world's most serious environmental problems is how to dispose of its wastes. Solid waste if allowed to accumulate, is a health hazard.

Radioactive pollution results out of atomic radiation during which there is a spontaneous emission of particles (electrons) and rays (electromagnetic).

Environment policy refers to commitment to prevention of pollution and to comply with environmental laws and regulations. The environment (Protection) Act, 1986, is to provide for protection and improvement of environment.

India entered the area of environmental protection in the 1970s it self. We have to protect the environment which protects us in turn. Law alone cannot help in restoring the ecological degradation. The social consciousness of the common man is to be aroused. Voluntary organizations spread the message of environmental protection.

The role of professional social worker is to educate the masses. Our basic task is to educate ourselves in order to be able to educate others. We have to take the lead in involving ourselves in issues that concern people and be catalysts of a movement to protest against the forces of destruction of nature.

12.11. Key words:

a) Environment

b) Pollution

c) Ecological degradation.

12.12. Self Assessment Questions:

1) Discuss various types of environmental pollution

2) Analyse the effects of environmental degradation on human life.

12.13. Reference Books:

1. Agrawal, K.C. (2003)   : Shaping India of our Dreams, Knowledge Books INC., New Delhi.

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Prof. M. Lakshmipathi Raju

Lesson-13
SECTORAL POLICY- SOCIAL POLICY ON POVERTY

13.0. Objective:

The objective of this lesson are to explain social policy on poverty

Contents:

13.1. Introduction:

Poverty as a social problem is rampant in India. Poverty and unemployment are the twin problems, which are found in many parts of our country. As G.R madan observes, "They have been in existence since the dawn of civilizations and one method or the other was devised to help the poverty stricken, the dependent and the unemployed". These two problems are found in good number of Asiatic and African countries.

Rich and poor have always existed in society but historically the existence of poverty did not constitute an important social problem until exchange system came into existence. When trade expended, some people began to amass wealth leading to its uneven distribution. They started living a luxurious life depriving others of comforts. When people compare the differences in economic status, they consider themselves poor or rich in accordance with the prevailing living standards. Poverty was no problem in middle ages. Poverty was accepted as inevitable. The primitive people lived a more precarious life, but they considered their discomfort as a natural condition. People regard themselves as poor when they feel deprived of what others possess and enjoy. It is then that poverty becomes a social problem.

13.2. Poverty is a relative concept:

Poverty is a relative concept. It is a condition measurable only in terms of the living

standards and resources of a given society at a particular time. The concept of poverty can be understood in three ways: (1) in terms of the amount of money required by a person to subsist; (2) in terms of the life below a minimum subsistence level and 'living standard' prevalent at a given time in a given place, (3) in terms of the comparative state of well-being of a few and ill-being of the majority in society. The first two ways are more economic in nature. The last one has a social dimension. The last approach explains poverty in terms of relativity and inequality.

No Uniform Standards:

The standards of poverty judgement are not uniform throughout. According to Adam smith, "Man is rich or poor according to the degree in which he can afford to enjoy the necessities, the conveniences and the amusements of life,". In the western societies, people are not poor because, they lack the necessities of life, such as food, clothing and shelter, but because their possessions are considered insufficient according to prevailing standards. The inability to own automobile may be an indication of poverty. In India deprivation of the necessities of life constitutes poverty. Many people do not get two meals a day; they live on pavements half clothed.

13.3 Definition of Poverty:

Gillin and Gillin, "Poverty is that condition in which a person either because of inadequate income or un wise expenditures, does not maintain a scale of living high enough to provide for his physical and mental efficiency and to enable him and his natural dependents to function usefully according to the standards of the society of which he is a member".

People have quite different ideas about the standard of living below which people should be considered poor. This is a major element in the problem of defining poverty. Some people consider a telephone or a car a necessity. Others may see these as signs of wealth. Some people would limit the list to the necessities of physical survival. Any one with barest shelter a few rags for clothing and some potatoes could survive. A person living this way in western countries would certainly be considered to be living in poverty. Poverty is defined and experienced in the context of a particular society.

Absolute poverty and relative poverty:

The idea that poverty is defined in relation to the society in which a person lives is expressed in the distinction made between relative and absolute poverty.

Absolute poverty:

Some researchers are trying to fix some yardstick for measuring poverty, known as ; 'poverty line', below which poverty begins and above which it ends. Such a yardstick is believed to be universal in character. It would be applicable to all societies. This concept of poverty is known as ' absolute poverty".

Absolute poverty is subsistence poverty. It is based on subsistence requirements such as food, clothing, shelter, health requirements etc., some concepts of absolute poverty would even include the idea of "basic cultural needs". The concept of absolute poverty has been widely criticized. Even basic physical needs of food, clothing and shelter vary both between and within societies.

Relative Poverty:

In view of the difficulties involved in the concept of absolute poverty, the researchers wanted to abandon the concept altogether. The idea of absolute poverty has been replaced by the idea of relative poverty.

" Relative poverty is measured in terms of judgements by members of a particular society of what is considered a reasonable and acceptable standard of living and styles of life according to the conventions of the day. Just as conventions change from time to time, and place to place, so will definitions of poverty- (M.H. Haralambol); peter Townsend has suggested that any definition of poverty must be " related to the needs and demands of a changing society".

It cannot be assumed that there are universally accepted standards. Within a particular society, ethnicity, class, religion, region, age and other factors influence judgements of reasonable living standards.

The concept of relative poverty poses problems for the comparison of poor in the same society over time and between societies. Peter Townsend argues that two standards of poverty are required, national – relational and world – relational.

13.4. Magnitude of Poverty in India:

Our country is very badly facing the problem of poverty. Even to day every third poor man of the world is an Indian. It means one- third of world's poor people are found in India. In India of every 5 Indian youths, one is unemployed and of every 4 Indian farmers, one is in utter poverty. More than 50% of Indians are not able to contribute anything for economic productivity. Just 20% of the people are enjoying more than 50% of our national income.

According to world Bank report, the number of people living below the poverty line in India was about 400 million in 1990-91. This size equals the size of the combined population of Bangla Desh and Pakistan.

It is estimated that the lowest 20% of our population gets about 7 % of the gross income, whereas the top 20% of the people get about 50%. This shows the wide disparity in income distribution.

Landlessness of the Rural Masses:

It is estimated that 70% of the rural families do not own lands of the 30% of the people who cultivate land. More than 44% of the people own less than one acre. Further, the top 15% of the relatively richer families earn about 42% of the total rural income and the remaining 85% of the people will have to compete among themselves to enjoy the rest of 58% of rural income. Nearly ¾ of the labour house holds work as casual labourers without any security for the job.

Destitutes:

Of the 400 million poor persons in India, about 50-60 million (that is, around 10 % of the poor people) people are found to be absolute destitutes. These include the old, the sick, and the disabled people for whom no employment can be given, instead some kind of financial or material assistance is to be provided.

India as Poorest Nation:

The world Bank in its 1981 world development report, recorded India as one among the ten poorest nations of the world. The bottom most place has been occupied by Bhutan while the second place has been occupied by Bangladesh. Comparatively India's per capita income is very less.

13.5. Causes of Poverty:

The following are the major causes of poverty.

(i) Individual incapacity and other Deficiencies:

According to this ideology, success or failure in life, is entirely a personal matter. If an individual fails to achieve success in life and suffers poverty, he is responsible for his laziness, lack of initiative, dullness and incapacities. The protestant ethics described by Max Weber, also emphasises this aspect.

Failure in life may be due to some inborn deficiencies such as physical and mental handicap. The individual does not have any control over these deficiencies. He is bound to yield to them and suffer from them. Some of these deficiencies which can be managed, are often neglected and they fall prey to the problem of poverty.

Economic Causes of Poverty:

1. Inadequate Economic Development:

The economic development of our country is inadequate in certain respects. Our per capital income is still very less. Many of our five year plans could not achieve the targeted growth.

2. Unemployment:

Our economy has not provided enough employment opportunities. Hence unemployment is increasing. The number of registered unemployed persons has increased from 4.37 lakhs in 1952 to 334 lakhs in 1990. By December 1991, the figure had reached 36.3 millions.

3. Inflationary Pressures:

Due to inflation, the value of money has come down to 8.28 paise from 1960-61 to 1990-91. the annual rate of inflation is currently (1991) estimated to be at 7.2%

4. Capital Deficiency:

Lack of enough capital has hampered the growth of our industries. The process of economic liberalization is yet to show its results.

5. Dependence on Agriculture:

Ours is primarily an agrarian economy. Agriculture has its own limitations. In India, people are still following traditional methods of cultivation and hence agricultural production is comparatively less.

Demographic Factors:

The population of India is growing at an alarming rate. Within 60 years (1921-1981), it had doubled. It had reached an incredible number of 84-39 crore in 1991. Now the population has increased beyond 100 crore. Hence the little progress that is achieved in the economic sphere is being eaten away by the growing population.

The growing size of the population has its adverse effects on people's health. The people are suffering from various diseases for which medical treatment is not available.

Social Causes:

a) Traditionalism:

India is a land of traditionalism, communalism and casteism. There are religious and linguistic prejudices. These factors make people dogmatic in their approach and narrow- minded and selfish in out look.

b) Illiteracy and Ignorance:

Illiteracy and ignorance are major causes of poverty. The illiterate masses without skills find it difficult to secure employment. There is also no guarantee of job for the educated youth.

Caste and joint families:

The caste system and joint family compel its members to stick on to the traditional and hereditary occupations. Caste system does not encourage its members to take up jobs of their choice. Joint family obligations do not encourage the youth to take new ventures and to work in far off places.

Other Causes:

The British rulers spoiled the basic economic structure of land and destroyed the various arts, crafts, cottage and small industries which we had previously. They exploited Indian resources for the glory of Britain.

The climatic conditions can also be a cause of poverty. The hot climate of India is not conducive to the workers. It reduces the capacity of the people to work.

There is constant threat of war. We had to spend huge amounts of money on war which we had fought with China and Pakistan.

Our political system is condemned as corrupt, inefficient and defective. Unhealthy competition among the political parties for power has many a times damaged our national interest. Our political leaders lack will power to face the challenges confronting the nation.

13.6 Poverty Alleviation Programmes:

After attaining independence in 1947, the Indian government undertook many measures and launched many schemes for the removal of poverty.

a. The five Year Plans:

The first five year plan (1951 -56) had spent about Rs. 2378 crores for various developmental purposes. In the 8th five year plan (1990-95) the amount spent had increased to 6 lakh crores

These five year plans aimed at attaining self reliance in agricultural production, the removal of unemployment ; achieving desirable progress in industry, increasing standard of living and eliminating poverty. Between 1951-1991, the number of people living below poverty line has been reduced by about 28% ; our annual income has increased by 3.5%, agricultural production by 2.7%, industrial production by 6.1% and Percapita consumption by 1.1%

b. Nationalisation:

14 Banks were nationalised in 1962. In 1972 coal mines were nationalized. The government took control of big iron and steel company. Nationalization did not provide the benefits, which it was expected to provide. Lack of efficiency, initiative and commitment to the cause have been main casualities of the process of nationalization. The government now realized that nationalization cannot be the panacea for problems. Hence it is switching over to privatisation.

c. 20 Point Programme:

During 1975-78, Indira Gandhi; the then Prime Minister of India introduced 20-point programme for removing poverty ("Garibi Hatao") and economic exploitation and upliftment of weaker sections of the society.

Under this scheme number of programmes were included: development of S.C., S.T, and other backward classes; distribution of surplus land to the weaker sections, providing minimum wages to the landless workers, providing irrigational facilities to the rural people, and expanding their employment opportunities, Family planning, extension of primary health services, welfare of women, children and labourers, simplication of industrial policy, extension of primary education facilities, providing drinking water to all villages etc.

These programmes could not be implemented for want of honesty and commitment on the part of the government officials and political leaders.

Anti- Poverty Programmes:

d. Integrated Rural Development Programme (IRDP):

The Programme was launched with its three objectives namely (i) Growth and production (2) Benefits to the identified target group in the disadvantaged sections of the rural community and (3) full employment within a certain time frame. This is the most important programme for the improvement of the lot of the rural poor. The integrated rural development programme involves a multi pronged attack on the problems of rural development; ' integrated' here covers four principal dimensions: integration of sectoral programmes, spatial integration, integration of social and economic processes, the policies for achieving better fit among growth, removal of poverty and employment generation. It involves a sharp focus on target groups comprising small and marginal, farmers, agricultural labourers and rural artisans and an extremely location specific planning in the rural areas.

The broad components of the strategy envisaged are: the identification of the rural poor based on certain target group parameters; " selection of an annual target of about 600 families from these identified rural poor and provision of some suitable production assets to them through financial assistance (loan plus subsidy); comprehensive block level planning for agricultural, industrial, social and infrastructural development based on local needs and resources and minimum needs programme; integration of target groups programmes with the overall block development programmes". (Govt. of India: 1980). Antyodaya approach will be followed in the identification of beneficiaries starting from the weakest and thus the most needy among those below the poverty line".

The Block level plan was given the top priority while formulating and executing the IRDP. This involves planning from below in which efforts were made to initiate a process of participative planning and implementation at the gross root level. The programme of integrated rural development was started with effect from October 2, 1980 in all the 5011 Blocks of the country

In order to manage the programme effectively, a new district level agency has come up in all districts of the country. It is called as the District Rural Development Agency. It is to work under the guidance of the Broad based committee. All the Departments of the Government connected with the rural development as well as cooperative societies, Panchayat Bodies and public men are represented in this committee.

An important appraisal of IRDP was undertaken by Rath. Based on the long review of the IRDP experience, it was pointed out clearly that the strategy of helping the poor in rural society to get over poverty with the help of assets given to them, is largely misconceived. Only a small proportion could be helped. Putting more burden on this approach will discredit the line of attack, generate wastage, corruption and ultimately cynicism, in a multi pronged attack on rural poverty.

Rath criticizes IRDP: (i) IRDP is not an integrated programme in the real sense of the term, that is, it does not integrate resource based or sectoral planning with house hold based planning. IRDP is merely a household based plan. Its central attention is on the identification of the rural poor and preparing a plan for these individual beneficiaries. 1) the Antyodaya approach of IRDP is not a realistic approach as these households are the least capable of taking up self-employment. 2) The subsidy element of IRDP has encouraged corruption in rural areas and has raised indebtedness of the poor in many cases. 3) Gains of IRDP have not percolated to the lowest levels. 4) Many times assets with very low productivity are given to the poor under the programme. Rath therefore concludes that the IRDP strategy is largely misconceived.

e. Food for Work Programme:

For generating employment opportunities particularly for weaker sections, food for work (FWP) Programme was launched in 1977 to provide opportunities for work for the rural poor in the slack employment periods of the year. The basic objectives of the programme were to generate additional employment in rural areas and create durable community assets which would strengthen the rural infrastructure. The workers were paid in food grains for the job done by them.

The FWP met with success in the first three years. There was, however, a certain slackness in its operation during 1980-81, when generation of employment in terms of mandays

recorded a steep decline over the pervious two years In view of the short coming of, and the need for improving the system, the programme was launched in July, 1980 as the National Rural employment programme, and made an integral part of the sixth plan. During the period of three years in its operation, a number of defects or shortcomings were also identified. The programme was, therefore, suitably modified and restructured. Accordingly, food for work programme has been redesigned and called as the National Rural Employment Programme (NREP).

f. National Rural Employment Programme:

National rural Employment Programme (NREP) was started in October 1980, replacing the food for work programme during the sixth five year plan. This was implemented as a central sponsored scheme and its actual commencement began from April 1st, 1981.

The pattern of financing NREP was on 50: 50 sharing basis between the central government and the state government. The programme had three-fold objectives:

1. Generation of additional gainful employment for the unemployed persons in rural areas.

2. Creation of productive community assets for improving the income level of the rural poor.

3. Improvement in the overall quality of life in the rural areas.

Landless labourers were supposed to get first preference for employment in all works. Among them the scheduled castes scheduled tribes and women were to be given priority for employment. The District rural development agency is the new implementing agency for the execution of the works regarding the rural employment. The provisions for the implementation of the programme were also vested in the panchayat Raj institutions. Priority should be given to poverty alleviation programmes like DPAP, IRDP and construction of primary school buildings.

To improve the nutritional standards of the rural poor families, one kilogram of food grains per day is required to be given to workers as part of their wages. Other commodities such as cloth, edible oils, fuel may be given as apart of wage to the workers. At the district level, DRDA is responsible for planning, coordinating, monitoring and reviewing the programme.

The objectives of employment generation are further supplemented under the programme by strengthening the rural infrastructure creating durable community assets. As such large number of assets have been created by the programme in different states / union territories.

On the basis of the evaluation studies, it can be concluded that the programme has not succeeded in achieving its objectives of employment generation. Nevertheless, its importance in generating employment opportunities especially for the weaker sections of the society cannot be undermined.

g. Rural Landless Employment Guarantee Programme: (RLEGP)

Rural poverty pertaining to the unemployment of the landless labourers during the lean agricultural season, had to be tackled. Accordingly new scheme called rural landless employment Guarantee programme (RLEGP) was introduced in 1983. the basic objectives of the programme are:

1) To improve and expand employment opportunities for rural landless with a view to providing guarantee of employment to at least one member every landless labour household up to 100 days in a year.

2) Creation of durable assets for strengthening the rural infrastructure which will lead to rapid growth of the rural economy.

The programme was fully funded by the central government while the overall responsibility of planning and supervision, monitoring and implementation of the work projects rests with the state governments.

1) The works under the schemes are often assigned to the contractors who choose their own labourers: 2) The officials do not check to find out how far the local target groups avail the programme. Under the programme, the projects are formulated on works relevant to the 20 point programme and the minimum needs programme. The approved projects are implemented through agencies of state/union Territories government including DRDA.

Though these programme are at present largely weighed towards providing short term employment to the rural unskilled labour, they fall short even in this respect. The employment content of these programmes is reduced and it is possible to have projects works which require skilled works and whose requirements of unskilled workers is negligible.

A few sample studies have been carried out by the planning commission on the working of the programme. The studies have noted that in addition to stabilizing the wage rates, the programme has been able to create durable community assets and generate employment. However, some weaknesses too have been observed in the implementation of the programme. .

h. Training of Youth for Self Employment:

Training of youth for self employment (TRYSEM) should be treated as part of the IRDP especially meant for unemployed rural youth to embark upon a career of self employment. Thus the salient features of the programme introduced on 15th August 1979, are (1) equipping the rural youth in the age group of 18-35 from families below the poverty line with technical and managerial skills to enable them to take up self employment ventures in agriculture and allied activities, industries, services and business, (2) Providing basic income generating investment to TRYSEM trainees. Every TRYSEM trainee is thus a potential beneficiary of IRDP. The skill inputs provided under TRYSEM lead to higher productivity. (3) Group production and service activities also stand to gain in productivity through TRYSEM inputs. The linkage between IRDP and TRYSEM ensures higher income per unit investment made under the programme..(4) Priority is given to rural youth from scheduled castes/ scheduled tribes. Their minimum coverage should be 30 percent; (5) Coverage of women should be at least 33.33 percent.

The scope of TRYSEM is to train at least two lakh rural youths every year in the country and offer them facilities for self employment during the sixth plan. TRYSEM has now been implemented as an integral part of the IRD programme and constitutes that part of which concerns the training of rural youth between ages 18-35 for self employment avocations. The strategy for training of youth is that all modes of training are accepted. Apart from institutional traininig camp also be given through local servicing and industrial units, master craftsmen, artisans and skilled workers.

During the course of training , the trainees are helped to prepare project reports, which are converted into bankable schemes. They are helped to apply for bank loans and subsidies. Subsidies through out the country are on the IRD pattern and have a maximum limit of Rs. 3000/- per trainee. The most important part of the training programme is the identification of various fields and sectors of activity where there is considerable scope for gainful self – employment.

i. Jawahar Rojgar Yojna:

A new intensive rural employment programme named after pandit jawahar lal Nehru has been proposed for 120 Back ward districts suffering from acute unemployment. The funds for this scheme will be besides those available in the district under NREP and RLEGP programmes. All these resources will be merged to take up locally useful schemes to maximize employment opportunities while creating productive assets:

Thus a massive employment programme called, " Jawahar Rojgar yojana" was announced on 28th April, 1989. it was a comprehensive project in which earlier " anti-poverty" measures, such as IRDP, NREP were proposed to be merged with. If the programmes are wisely selected, it can benefit the community by augmenting facilities, such as tube wells, roads, small irrigation schemes etc; where they are most needed. The scheme was proposed to be implemented and administered by village panchayats all over the country. It was also decided that 440 lakh families which are below the poverty line will be given benefits from this scheme.

As a strategy, the scheme was expected to give employment to at least one member of each poor rural family for 50 to 100 days in a year, in the vicinity of places of their residence. It has also been decided to give specific consideration to such areas as the hills, deserts and the islands. The criteria for distribution of resources to village panchayats will be on the basis of population of each village panchayat.

"A new scheme of construction of irrigation wells for scheduled castes, scheduled tribes, called million well schemes was introduced during 1988-89 for a period of 2 years as sub –scheme of NREP / RLEGP. The scheme seeks to provide open irrigation wells, free of cost, to small and marginal farmers belonging to scheduled castes and scheduled tribes who are below the poverty line and are listed in IRDP register of the target group.

Village panchayats are not competent to formulate the plans entirely by themselves and then to execute the same because expertise is not available to these institutions. It is, therefore. Suggested that an expert body be constituted to assist them to formulate, execute and montitor the plans for the benefit of rural areas. It is feared that without this the huge resources may not be used optimally.

All this does not mean that the JRY, has no value and should be scrapped. Its value lies in alleviating distress arising out of poverty, especially in the years of scarcity and drought, and not, as claimed, in eradicating poverty. It is a step in the right direction leading to decentratlisation of planning and power. This scheme is clear indicator of the fair intention and sincere efforts of the government in the direction of the democratic decentralization.

j. Community Development Programme:

For the country's overall economic prosperity and social justice, an early beginning was made with the introduction of the community development programme based on the principle of sarvodaya during the first five year plan. Community development relates to the methods by which the people who live in local communities become involved in helping improve the economic and social conditions. The aim of community development was to develop the human and material resources of the areas with the people's cooperation, government help, technical advice, supplies and credit. The community development programme in India started in 1952 with 55 community development projects.

Community development programme was a welcome step towards developing rural India. It was dedicated to raise the standard of living of the rural people, with their consent, participation and initiative. It was a new hope and vision for the rural people. The targets were fixed to reach for every village in India within stipulated time. The programme was for the people and by the people. This has an obvious reflection on the democratisation of the community development programme followed on the pattern of panchayat raj institutions.

The programme could hardly achieve overall success in improving the socio-economic conditions of the rural people on the one hand and rural areas on the other. Community development programme has not shown significant positive gain in improving the economic, social and cultural conditions. It could not confer benefits on people to the extent expected.

The execution of the programme became highly bureaucratic due to its planning at the top. The masses were superstitions, uneducated and were not asked to participate in the planning, formulation and execution of the programme. Community development programme had not significantly altered the basic conditions of life in rural people. Abject poverty, malnutrition and ill-health and above all India's worsening food crisis had but one remedy - a larger production of wealth from the land. In this respect the community development programme has little impact.

K) Intensive Agriculture district Programme:

The objectives of intensive Agriculture are:

1) To achieve rapid increase in the level of agricultural output through better access to financial, technical extension and administrative resources.,

2) To achieve a self – generating breakthrough in productivity and to raise the production potential by stimulating of change.

3) To demonstrate the most effective ways of increasing production and thus provide lessons for extending such intensified agricultural programme to other areas.

The strength of IADP lies in the fact the for the first time a package of improved practices such as improved seeds and a package of services were put together in a single programme for the benefit of the farmers.

An evaluation of the programme during 1966 revealed its poor implementation. It has failed to bring about the desired objectives particularly in regard to agricultural development and social justice. The IADP could not pay much attention towards adoption of the new technology.

I. Small Farmers Development Agency and Marginal Farmers Development Agency:

Accent on employment through mere growth approach failed to solve the problems of the poor. The stress on reducing income inequalities could not solve the problems of inequality and tardy growth. The various programmes of rural development initiated in the country since 1950-51 have not provided adequate benefit to the small and marginal farmers. These groups have also not been able to have sufficient access to institutional credit. The modern technology in agriculture had widened the gap between the rich and the poor.

Small Farmers Development Agency was launched for meeting the needs of small farmers in 1971. The objectives of the programme were to assist persons specifically identified for the target group in raising their income level. This was to be achieved by helping them to adopt improved agricultural technology and to diversity their economy by engaging in subsidiary activities as animal husbandry, diary, horticulture etc., The agencies were to ensure that the required inputs and credit were made available to these persons by the various credit agencies. The all India rural credit review committee also recommended for the setting of the marginal farmers and Agricultural labourers development agencies with a view to improving the socio-economic conditions of these poor farmers. The poor were at disadvantageous position in getting the required inputs.

The greater pitfall with the schemes was the lack of an effective and efficient administrative machinery. Lack of sufficient credit facilities was also a major constraint. Other problems included wrong identification of beneficiaries, complicated procedure of giving subsidies etc. The sixth plan remarked. "It will be seen that while the numbers identified for assistance represented only a segment and not whole of the target group". Moreover the nature of assistance comprised items which did not lead to any specific additional asset creation.

Thus the various anti-poverty programmes initiated by the government for alleviation of poverty could not eliminate poverty. Most of the schemes suffer from various defects in the implementation, in bringing the desired changes and improving the socio-economic conditions of the poverty groups.

13.7. Summary:

Poverty as a social problem is rampant in India. Poverty is a relative concept. The standards of poverty judgement are not uniform throughout. People have quite different ideas about the standard of living below which people should be considered poor. Some researchers are trying to fix some yardstick for measuring poverty known as 'poverty line' below which poverty begins and above which it ends.

Our country is very badly facing the problem of poverty. Even today every third poor man of the world is an Indian. It is estimated that 70% of the rural families do not own lands of the 30% of the people who cultivate land. Of the 400 million poor persons in India, about 50-60 million people are found to be absolute destitutes.

The world Bank in its 1981 world development report recorded India as one among the ten poorest nations of the world. The major causes of poverty include (i) individual incapacity and other deficiencies, (2) inadequate economic development, unemployment, (3) inflationary pressures;

(4) capital deficiency, (5) Dependency on Agriculture, Demographic factors; social causes such as traditionalism, illiteracy and ignorance, caste and joint families etc.

The Indian government launched many schemes such as : (1) The five year plans, 2) Nationalisation 3) 20 point programme; and anti. Poverty programmes such as (1) integrated Rural development programme, (IRDP), (2) food for work programme, (3) National Rural employment programme, (4) Rural Landless Employment guarantee   programme (RLEGP), 5) Training of youth for self employment, (6) Jawahar Rojgar yojana, (7) community development programme, (8) Intensive Agriculture District programme, (9) Small farmers development Agency and marginal farmers development agency.

The various Anti=poverty Programmes initiated by the government for poverty alleviation, could not eliminate poverty, since they suffer from defects

13.8. Key Words:

a) Absolute Poverty

b) Relative Poverty

c) TRYSEM

13.9. Self Assessment Questions:

1. Define Poverty Discuss the causes of poverty.

2. Explain the various Anti-Poverty programmes initiated by the government of India.

13.10. References:

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Lesson – 14
SOCIAL POLICY ADMINISTRATION: PRINCIPLES OF SOCIAL WELFARE ADMINISTRATION

14.0 Objective:

The Objective of the present lesson is to study the Social Policy Administration and its principles.

Contents:

14.1   Introduction
14.2   Concept & Definition of Social Welfare Administration
14.3   Scope of Social Welfare Administration
14.4   Principles of Social Welfare Administration
14.5   Tasks of Social Welfare Administration
14.6   Essentials of Social Welfare Administration
14.7   Social Welfare Administration as a Profession
14.8   Summary
14.9   Key Words
14.10   Self Assessment Questions
14.11   Reference Books

14.1 Introduction:

Social welfare aims at the well-being and improvement of life of individuals in general, and alleviating the sufferings and ameliorating the lot of the destitute, deprived and a de-privileged sections of society in particular. In other words, social welfare, comprises income maintenance and support programme together with wide range of social services that have been developed to meet human needs and respond to social problems. Though social welfare has come to acquire an identity of its won has to be considered in relation to social development. In the international context social development is linked with economic development, the latter dealing with technological and material aspects of growth, and the former the human aspects.

In this context social development includes services of health and nutrition, education and training, social probation and shelter needed to improve the human conditions. Social Welfare services of a country are the product of its social polices which reflect the social goals and objectives it aspires to achieve social work aims at enhancing, restoring or modifying the psycho-social functioning of individuals, families, groups and community. Thus, social welfare encompasses social services, social legislature, social work, social security and its two approaches- social insurance and social assistance. To achieve aims and objectives of social welfare, government formulates social policies and in pursuance enacts social legislation, delineates various projects, schemes, programmes, makes financial, allocations and provides organizational structure and administrative apparatus in the form of ministry department, corporations, agencies and solicits the support of cooperation of non-government organizations (voluntary agencies) for the implementation of various programmes.

14.2 Concept & Definition of Social Welfare Administration:

By social welfare administration we mean that process which is used in the organization and administration of public and private services. It includes those activities which are undertaken with regard to an individual, group and community. In other words, social welfare administration is a process of organization direction of social institution. Under this process those aims to determine which an agency or institution has to achieve.

Definitions of Social Welfare Administration: There are various definitions regarding the term of 'social welfare and administration', chief among them are as follows, John C. Kidneigh defines "social welfare administration is the process of transferring the social policy its social services and the use of experience in evaluating and modifying policy". The idea that administration is the process of implementation of translating polices into action programmes.

According to Aurther Dunhan, "By social welfare administration we mean hose supporting and facilitating activities necessary and incident to the giving of direct service by a social agency". Administrative activities range from the determination of function and policies, and executive leadership to routine operations such as keeping records and accounts and carrying maintenance services.

According to Arther Kurse, "The administrative process seeks to mobilize the total resources of the agency to the end that its purposes are translated into efficient and effective service". According to Karl de Schweiniz, "Management of social agencies is oriented to aid people in the most efficient way possible; it has been briefly described as the art of human relation".

A comprehensive definition of social welfare administration however, is given in the curriculum study of the American Council of Social Work Education in the following words: "Administration is the process of transforming community resources into a programme of community service, in accordance with goal, policies and standards which have been agreed by those involved in enterprise. It is creative in that it structures role and relationship in such a way as to alter and enhance the total product. It involves the problem-solving process of study, diagnosis and treatment solutions or action and evaluation of results".

The discipline of social and welfare services as n area of systematic study is comparatively new. Its main concern is to diagnosis the social problems, identify social inequalities and social injustice and to resolve the redress them, in this task it has to depend upon the knowledge derived from other disciplines such as sociology, psychology, philosophy, political science, economics and other social sciences. K.M.Slack if of view that social administration is not one more social science with its own theory and body of knowledge, it makes use of the findings of any of the social sciences which are relevant to its spheres includes the solving of the social problems, the implementation of social welfare. But its distinctive character is that it combines and benefits from any of the conclusions of social sciences which assist it and uses them as tools in the performance of the functions which are its particular concern. Social problems which constitute the core of these disciplines are constantly changing and assuming different concepts and complexions in various societies and so far as the respective society's perception and response to them, this discipline, therefore cannot be static and has to be dynamic.

That social welfare administration is a new discipline is further substantiated by the fact that it was only in 1946the American National Conference on social work sponsored in a section on administration for the first time in it twenty two years and included for its consideration such subject as process of administration, dynamics of leadership, job satisfaction, public relations, civil services, programme development, etc. Earlier in 1914, a course of social welfare administration was established in some of the schools of social work and the interest in administrative process had begun to grow in the wake of World War II due to the numerous problems and tensions created by them. It has been realized that administrative process is the very heart of social work education and process. Consequently, some graduate schools of social work were designated as schools of social service administration, at the University of Chicago and Arizona State University.

14.3 Scope of Social Welfare Administration:

It is evident from the definitions of the discipline of social welfare administration attempted above that its scope is very wide and the area constituting the subject matter of if study are increasing every day due to the emergence of new social problems in the dynamic society such as population militants activities, gas leak accidents, dowry deaths and drug addiction, etc. and the consequent increasing responsibilities of the government and voluntary agencies in finding solutions for them. The contents of social welfare administration are of variegated nature and its tasks are numerous. It is primarily concerned with :

(1) **Social Problems:** The diagnosis of their causes and their treatment through social reform and social legislation; section of the reason for the ineffectiveness of laws enacted for combating social evils and vices and suggesting measures to make them effectively mainly through the creation of public consciousness and opinion in regard to the social problem.

(2) **Social Service:** Social service aiming at the well-being of the general public through the provisions of health education, housing, etc. and the upliftment of the disadvantaged and underprivileged and vulnerable sections of society such as women and children, the old and the infirm, the disabled and the handicapped.

(3) **Social Security:** Social security to compensate for the loss of income due to unemployment, disability or death caused by accident and old-age through social insurance and assistance.

(4) **Social Work:** Social Work aims at helping people to solve their personal, family and community problems through enhancing social functioning by methods of case work group work and community organization and enabling processes of research and administration.

(5) **Social Policy:** Social policy delineating the aims and objectives and the goals to be achieved for the welfare of the clientele concerned through social action. The discipline of social welfare administration being of inter-disciplinary nature has to include in its scope:

(i)   The knowledge of other social sciences as well s especially of philosophy, psychology, sociology, political science and economics in order to understand society and man in their totality and to make use of the knowledge gained through these sciences to help solve problems of individuals, families, and groups.

(ii)   The organizational and administrative structure of social services and social welfare programme of various levels of government at federal (central),state and local levels.

(iii)   Role of voluntary agencies, (non-government organizations0 in supplementing the efforts of governmental agencies in providing social services and social welfare services on their own or on being sponsored by the government to implement its schemes

through grants-in-aid, and to study their organizations and effectiveness in carrying out their functions.

(iv)   Role of international social welfare agencies like United Nations economic and Social council, Regional commissions, and specialized agencies like ILO WHO, UNESCO, UNICEF etc. and International non-governmental agencies like the Red Cross, OXFAM, CARE, Regional Associations like SAARC and individual government organizations such as United States Agency for International Development (USAID), Norwegian Agency fro international Development (NORAD); Overseas Development Agency (ODA), etc. All interested in the promotion of the social welfare in developing countries by providing financial and technical assistance for their various welfare programmes.

(v)   Financial administration that includes all the processes involved in collecting, budgeting, appropriating and expending public moneys; accounting and auditing. A welfare state has to undertake numerous activities for the welfare of its people for which it has to spend large amounts of money. Financial management is to ensure that public funds are properly utilized and there is no wastage. This is all the more essential in the course of social welfare administration which has limited financial resources to cater to its multiplying responsibilities and functions of welfare.

(vi)   Personnel management that involves recruitment policies, job specification, job specification, job classification, caderisation, training programmes, career development, security of service, fixing professional standards, retirement plans, right to form associations and unions to bargain collectively with the management, staff evaluation etc.

(vii)   Public relations for dissemination of information among the people through the press, radio and television about the social services and social welfare programmes being carried on by the government and voluntary agencies and to project their favorable image, and to get a feedback of the reactions and responses of the public and beneficiaries to enable necessary modification in the welfare policies and programmes to serve the clientele in better ways.

(viii)   Public participation in which the involvement of people and their representatives is essential for the success of any welfare programme. The confidence and trust of the people have to be won over by association them with the planning and implementation of policies and programmes intended to their welfare.

(ix)   Tasks of administration that involves functional aspects of administration as reflected in Luther Gulick's terminology 'POSD CORD' representing the activities of Planning, Organizing, Staffing, and Directing, Co-coordinating, Reporting and Budgeting.

(x)   Research and evaluation studies which provide useful information on different dimensions of social problems to facilitate effective planning, policy formulation and implementation of programmes. Effective social welfare work demands a good knowledge of the structure, life, work and values of the local communities. This knowledge has to be precise in context and needs to be based on proper scientific analysis and interpretation if it is to be applied to teaching or to helping social workers in their social work with local communities. This knowledge can not be gathered with out well conducted social research.

Realizing the need of social research, Ministry of welfare sponsors schemes for research and provides financial assistance to university, organizations and social science research institutes for conducting action oriented research relating to development of scheduled castes, it has also set up thirteen Tribal research institutes in different parts of the county. These institutes

substantially contribute to development efforts and provide professional input in preparation of Tribal Sub-pan Document. The Ministry gives priority to research projects of applied nature keeping in view the plan, policies and emerging social problems requiring urgent public attention such as destitution, child labour, drug abuse, needs of the aged, etc. A standing Research Advisory Committee approves the research projects for sponsoring.

14.4 Principles of Social Welfare Administration:

The term 'administration' in social welfare is used in several different meanings. It is some times used so broadly as to be virtually synonymous with operation as in the administration of social welfare, in other cases it is restricted to the executive function or management. But actually it should be used broadly in sense of supporting or facilitating activities which are necessary and incidental to the giving of direct service by a social agency. The administrative activities of a social welfare organization would thus range all the way from the determination of function and policies, overall planning, executive leadership and professional supervision to routine operation such as dictating letters, keeping records and accounts, and carrying on house keeping and maintenance services.

Social welfare administration as a matter of act is the art and science of those governmental and non-governmental activities which are directed towards the relief's of distress, the care of dependent and neglected children, the treatment of criminals and delinquents, and the care and treatment of the mentally ill. It is the application of knowledge and skill of case work, law, medicine, management, public relations and statistics to the solutions or mitigation of social problem of individuals and groups. Once legislation is adapted providing social welfare services and directing the appropriate authorities to set-up an organization, administration has its beginning. In other words, administration comes in after the services have been organized. It may be good administration or poor administration that depends upon the knowledge, the ability and the sincerity of purpose of those responsible for taking the first steps towards organization of social welfare agency. Matters of major importance in administration are:

(i)   Personal selection, classification and management;
(ii)   Management of funds;
(iii)   Communication;
(iv)   Professional services;
(v)   Records;
(vi)   Public relations; and
(vii)   Planning.

These constitute the contexts and scope of administration of social welfare services. Social welfare administration suffers from the lack of any authority or officially established set of administrative yard stick for all social agencies. Nevertheless, following principles are generally recognized as seeing in accordance with social welfare practice and experience and are observed by well administered social agencies:

(i)   The objective and functions of a social welfare agency should be clearly defined.
(ii)   Its programmes should be based upon actual needs; it should be limited in scope and territory to a field in which it can operate effectively; it should be related to social welfare

needs, patterns and resources of the community; it should be regarded as dynamic rather than static and the programme should change to meet changing needs.

(iii) The agency should be soundly organized; it should have a clear-cut distinction between policy making and education; unity of command, that is administrative direction by a single executive, logical allocation of functions in accordance with a general plan of administration; clear and definite assignment of authority and responsibility and effective coordination of all organizations with and staff members.

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

(v) The work of the agency should be characterized by a basic desire to serve human beings; an understanding of the individuals whom it seeks to serve, and of their needs, and a spirit of freedom, unity and democracy.

(vi) All those who are connected with the agency in any capacity should develop attitudes and methods of work which will build sound public relations.

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

(viii) It should maintain it records in an accurate and comprehensive but simple manner to be easily accessible when need.

(ix) Its clerical and maintenance services and facilities should also be adequate in quality and quality and efficient in operation.

(x) The agency should put itself to the test of self appraisal at appropriate intervals to take stock of it successes and failures in the past years, its present status and programmes, its performance as measured by objectives and established criteria. Its strength and weakness, its current problems and the next step if ought to take to achieve better performance in the service of its clientele.

14.5 Tasks of Social Welfare Administration:

In addition to the elementary principles of social welfare administration as mentioned above, the functional aspects of task of administration as contained in the concept of 'POSDCORB' are also considered to be the basis postulates of the discipline of social welfare administration. These are discussed as follows:

(i) **Planning:** Planning is the formulation of intended future action. It involves the appraisal of current conditions. Identification of the problems and needs of the society, determination objectives and goals to be achieved on short –term or long term basis, and the delineation of programmes to bee implemented to reach the desired ends. Ever since the establishment of Planning Commission in India and the introduction of planning process in 1951 social welfare policies, programmes and the administration machinery to implement them though had not been given initially the consideration they merited but they have been given the place they deserved subsequently in the various five year plan documents. During the last few decades of planned development, social welfare as a plan component ha acquired significance as is reflected in the plans.

The first plan, for example, called upon the state to play an increasing role in providing services for the welfare of the people. The second plan strews attention to the factors responsible for the slow delivery of social welfare services to the vulnerable groups of the society. The third plan stressed on women and child welfare, social determine, welfare of the handicapped and grants-in aid to voluntary organizations. The fourth plan laid emphasis on the needs to destitute children. The fifth plan aimed a proper integration of welfare of development services. The sixth plan accorded high priority to the children welfare, within the overall frame of social welfare. Essentially to supplement the efforts directed towards human resource development. The Eighth and Ninth plans include the extension of the existing welfare programmes and inclusion of new programmes.

(ii) **Organization:** organization is essentially the conscious integration of human effort for a definite purpose. It is the systematic brining together of interdependent parts to form a unified whole through which authority, coordination ad control may be exercised to achieve a given purpose. In the pat social be exercised to achieve a given purpose. In the past social welfare was more or less a sporadic ad hoc relief activity which could be administered with out elaborate Organizational structures. What ever action was to be initiated could be managed through simple informal mechanism operating at the level of the community or the clientele. Another factor which contributed to the non formal, unorganized nature of social welfare was its reliance on non governmental and voluntary action.

Unlike governmental operations which assumed massive bureaucratic proportions demanding equally elaborate organizational structure, non governmental action remained the main stay of social welfare and which by its very nature tended to be less reliant on highly formal organized mechanism. But with the expansion of social welfare programmes the number of persons affected and the amount of money spent on the best organization has become indispensable.

Organization can be formal and informal. A formal organization implies a planned system of co-operative effort in which each participant has a recognized role to play and duties and tasks to perform. But informal relationships among the persons engaged in social welfare is equally important to develop feeling of goodwill and mutual trust among themselves to ensure the best possible implementation of social welfare programmes. An organization insists upon certain principles for effective functioning. It divides work among the members; it establishes standard practices by working out detailed procedures.

It provides a communication system. It has a hierarchical or process with lines of authority and responsibility running up and down wards through several levels with a broad base at the bottom and single head at the top. It provides unity of command which means that no individual employee should be subject to the orders of more than one immediate superior to avoid confusion and blurring of responsibility and it should recognize the distinction between the line and staff as a working principle.

(iii) **Staffing:** Assuming that a good organization exists, the quality and efficiency of administration are conditioned by the suitability of personnel correctly placed in the organization. Even poorly devised machinery may be made to work if it is manned with well trained, intelligent, imagination and devoted staff. On the other hand the best planned organization may produce unsatisfactory results if it is operated by mediocre or disgraduated people. Staff thus constitutes

an integral part of social welfare organization, both governmental and non governmental. Their problems of recruitment, selection and certification for appointment, classification, training, determination of pay scales and other conditions of service, motivation and morale, promotion, conduct and discipline, superannuation, their rights to form association and trade unions need to be taken proper care so that they devote themselves with their heart and soul in their respective assignments and built the image of organization they serve.

(iv) **Direction:** Direction implies the issuing of necessary guidance and instruction for the implementation of the programmes of an organization and the removal of any difficulties which may arise in the execution. The directions relating to the execution of a program also prescribe the rules of procedure to ensure efficient and smooth working of an organization for the achievement of its appointed purpose. Rules of the procedure also determine steps to be taken in processing of a request or an enquiry in regard to particular activity of an agency.

In social welfare administration, directions are indispensable as these provide guidelines to the officials in the delivery of welfare services to the beneficiaries and also enlighten the law about the procedure to be followed for applying for a specific kind of benefit they are eligible for. But rigid adherence to the procedure and redtapism following there from causes unnecessary harassment and results in prolonged delays in granting the deserved benefits to the needy people. The tendency on the part of social welfare administration personnel to avoid taking any decision on their responsibility and passing on the buck is malady of welfare administration hampering effective service to individuals and communities and needs to be guarded against.

(v) **Co-ordination:** Every organization characterizes divisions of work and specialization. Its employees are assigned respective duties and they are not supposed to interfere in their colleagues. Thus in every organization an effort is made to avoid overlapping and duplication of functions and to achieve maximum team work among the various personnel of the organizational order to achieve its objectives. This arrangement of ensconce co-operation. Its purpose is to achieve harmony, unity of action, avoidance of conflict etc.

Co-ordination among various ministries and departments and voluntary organizations concerned with social welfare can be achieved through interdepartmental and intradepartmental conferences to which non-officials representing various interests may also be involved for consultation. Co-ordination may also be secured through institutional or organizational devices, such as inter departmental committees and co-ordination of offices, standardization of procedures and methods, decentralization of activities etc. The central social welfare board established in 1953 consisting of officials and non-official social workers was designed to provide a mechanism of proper co-ordination between voluntary organizations and government organizations engaged in social welfare programmes.

The state social welfare advisory boards were also assigned the function of coordinating welfare and developmental activities of the state government and the central social welfare board to avoid duplication. But despite these institutional arrangements to achieve co-ordination, the welfare programmes continue to suffer from overlapping and duplication both in the government and voluntary organizations jurisdiction. A clear cut demarcation of the spheres of activities of both governmental and voluntary agencies, a policy of integrated development of welfare services and

the above all is stimulating leadership would go long way in ensuring proper co-ordination for the maximum achievement of welfare objectives.

(vi) **Reporting:** Reporting means keeping both the superiors and subordinates informed of what is going on and arranging for the collection such information through inspection, research and records. Every social welfare programme has certain targets and objectives to achieve. In a hierarchical system of organization, the chief executive informs the persons at the lower levels about the policy, financial outlays and the time frame for achieving the fixed objectives. The subordinates report to the higher authorities periodically monthly, quarterly or yearly, the progress achieved vis-à-vis the targets, the amounts spent and the problems confronted if any and seek their guidance in combating the problems.

Reporting are also made in regard to the discussions and conferences held with in the agency and on interagency basis from time to time to sort out various issues. The higher authorities inspect periodically the subordinate offices to appraise themselves to their functioning and to detect irregularities committed if any and to suggest steps to avoid their reoccurrences. All social welfare agencies, without any exception, submit their annual reports to the ministry/ department concerned and the later to the head of the state for information of the legislature. The public gets informed about the activities of the welfare agencies through all this different types reports. Reporting thus constitutes an important ingredient of any social welfare organization.

(vii) **Budgeting:** Budgeting denoted the process by which the financial policy of public agency is formulated enacted and carried out. In the days of laissez-faire, budget was a simple statement of estimated income and expenditure. But in the modern welfare state the activities of government are fast extending and they tend to cover almost all aspects of social life. Government is now an agency for promoting general welfare of the citizens by positive acts. Budgeting is therefore, now conceived a one of the major process by which the use of public resources is planned and controlled. Budget making is a prominent component of financial management and it is followed by the formal act of appropriations, executive supervision of expenditure, the control of the accounting and reporting system, treasury management and audit.

Financial management also includes the mechanism and methods to ensure that the funds provided for welfare programmes are used faithfully, economically and intelligently, proper accounts are maintained and audit is conducted to ensure that there have been no misappropriations, misuse of embezzlement of funds. It has been observed that a major proportion of appropriation is pocketed by middle men and very little of them reaches to beneficiaries for whom these are primarily intended. Misappropriations and corruptions were also reported in case of voluntary organizations. Physical administration therefore needs to be streamlined to ensure that the funds earmarked for various programmes are properly and honestly utilized.

14.6 Essentials of Social Welfare Administration:

Social welfare administration refers to those activities which are undertaken with regard to the systematic execution of social policy. It includes planning, organization, staffing, directing and

co-ordination. It is dynamic art of taking human physical resources available and binding them to achievement of some required goal. In the broader context, the aims of social welfare administration are the progressive achievement of the justice, protection of decease and insecurity, the adjustment and compromise of conflicting groups and interest, in short the attainment of good life. A good social administration involves the following essentials:

 (i) Specialized knowledge: Social welfare administration requires a specialized knowledge. The administrator should possess sufficient knowledge regarding the agency's   aims, programmes, methods of social treatment and social resources. Such knowledge enables the administrator to perform his tasks. Further, he should know the technique of management the principles according to which co-operative programmes are carries to success.

(ii) Humanitarian attitude: The administrative process of an agency is based on its organization aim, structures aim and scope. The administrator should have a humanitarian attitude towards his clientele's needs.

(iii) Proper staffing: Social welfare administration needs proper staffing. In order to carry out the various functions appointments of suitable persons to various posts under the organization is essential. By such appointments the organization attempts to achieve a pattern of positions and responsibilities which ensures unity of aim through supervision.

(iv) Knowledge regarding social work principles: in public and private agencies, the administrator should knowledge regarding the social work principles. Such knowledge enables him to achieve co-ordination and co-operation.

(v) Division of labour: Division of labour is essential for proper administration. The various functions of the agency should be divided between the various members in such a manner so that each can make maximum contribution to the task of the whole organization.

(vi) Feeling of co-operation: There should be close co-operation between the various levels of social welfare administration. Social welfare administration is dynamic. The administrator has to deal simultaneously with individuals, groups, communities and his colleagues of several levels. In each instance he must accomplish to ability to manipulate individuals in an effort to solicit co-operation.

14.7 Essentials of Social Welfare Administration:

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knowledge enables the administrator to perform this tasks. Further, we should know the techniques of management, the principles according to which co-operative programmes are carried to success,

(ii) **Humanitarian attitude:** the administrative process of any agency is based on its organization's aim, structure's aim and scope. The administrator should have to humanitarian attitude towards his clients needs.

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(iv) **Knowledge regarding the social work principles:** In public and private agencies, the administrator should have a sound knowledge regarding the social work principles. Such knowledge enables him to achieve co-ordination and co-operation.

(v) **Division of labour:** Division of labour is essential for proper administration. The various functions of the agency should be divided between the various members in such a manner so that each can make maximum contribution to the task of whole organization.

(vi) **Framing of co-operation:** There should be close co-operation between the various levels of social welfare administration. Social welfare administration is dynamic. The administrator has to deal simultaneously with individuals groups, communities and colleagues of several levels. In each instance he must accomplish the ability to manipulate individuals in an effort to solicit co-operation.

14.8 Social Welfare Administration as a Profession:

In early times, social welfare functions were performed by few individuals or groups of individuals motivated by compassion concern for the poor, the needy and the destitute. They were lay men, embodiment of qualities of humanism and selfless service to the community. But in modern times the concept of welfare state has made the government all over the world conscious of their obligation to provide maximum social welfare services to their people with a view to provide remedies to social problems, and to secure social justice.

It is no longer accepted the any normally intelligent person with good intensions can do welfare work. Social welfare departments and voluntary organizations now require properly and trained social welfare personnel to perform social welfare functions of various types in different fields from the field to the highest echelon of administration, it is urged that for serving the people efficiently and effectively it is necessary to professionalize and professionalisation can increase the ability of social welfare personnel to solve the pressing social problems confronting our society. Social Welfare scenario in India does not admit it to be a profession in the true sense of the word, not with standing the fact that certain elements of professionalism are discernible in it. It is argued that social welfare functionaries are rendering welfare services in numerous field like health and family welfare of children and welfare of youths, women, the aged, handicapped scheduled castes and scheduled tribes and back ward classes, etc. sponsored both by the government and voluntary organizations and they are thus fulfilling the social needs.

That instruction and training in social welfare is provided at a number of schools of social work and the institutions run by voluntary agencies; that the social welfare personal have come to

acquire an identity of their own as is evidenced by the floating of their professional organizations like the Indian Council of Social Welfare, the Association of Trained Social Workers, the Association of Schools of Social Work in India and the publication of news letters and journals by them. Social Welfare therefore deserves to be considered as a profession. It has obtained neither, social recognition nor developed a code of ethics grounded in a philosophy of social work and social welfare. Some of the important characteristics like licensing, certification, registration and regulation of professional practice specially in private agencies have not been given due consideration. In view of these deficiencies of the practice of social welfare, it can be designated as a new and emerging profession which has still to go a long way to be recognized and accepted as a full-fledged profession in India.

14.8 Summary:

By social welfare administration we mean that process which is used in the organization and administration of public and private services. It includes those activities which are undertaken with regard to an individual, group and community. In other words, social welfare administration is a process of organization direction of social institution. Under this process those aims to determine which an agency or institution has to achieve. In this context social development includes services of health and nutrition, education and training, social probation and shelter needed to improve the human conditions. Social Welfare services of a country are the product of its social polices which reflect the social goals and objectives it aspires to achieve social work aims at enhancing, restoring or modifying the psycho-social functioning of individuals, families, groups and community. Thus, social welfare encompasses social services, social legislature, social work, social security and its two approaches- social insurance and social assistance. To achieve aims and objectives of social welfare, government formulates social policies and in pursuance enacts social legislation, delineates various projects, schemes, programmes, makes financial, allocations and provides organizational structure and administrative apparatus in the form of ministry department, corporations, agencies and solicits the support of cooperation of non-government organizations (voluntary agencies) for the implementation of various programmes.

14.9 Key Words:

1. Social Security
2. Social Policy
3. Humanitarian Attitude

14.10 Self Assessment Questions:

1. Explain the Concept and Definition of Social Welfare Administration.
2. Discuss the principles of Social Welfare Administration?

14.11 Reference Books:

1.Sachdeva D.R(1992)   :Social Welfare Administration in India, Published by Kitab Mahal, Sarojini Naidu Marg, Lucknow.

2. Sanjay Battacharya   :Social Work an Integrated Approach, Deep & Deep Publication, New Delhi.

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Lesson 15

SOCIAL WELFARE ADMINISTRATION IN INDIA AT CENTRAL, STATE AND DISTRICT LEVELS

15.0 Objective:

The Objective of the present lesson is to study the Social Welfare Administration in India at Central, State and district levels.

Contents:

15.1 Introduction:

Our country has a long tradition of social welfare. Its routes can be traced in the social system and in religious and philanthropic sentiments of the people welfare was considered to be a personal responsibility, obligation and a mechanism to attain salvation welfarism appear to be a part of overall social dynamics. The writings of philosophers, pronouncements of thinkers and saints and a meticulous analysis of mores, customs, practices etc. As they prevail in different parts of the country do highlight this reality. People used to take care of the week and the needy through a variety of institutional arrangements. In the contemporary era the process and place of development seem to have had an impact on the welfare dimension. As a consequence social welfare which continued to be a informal and voluntary process is gradually being transmitted into a formal system official and voluntary. Our sovereign and democratic republic stands committed to ensure social justice, economic and political to the people and usher in a welfare state. With independence the concept of social justice became part and parcel of our constitution and is reflected not only in the preamble but in the directive principles of state policy and in the main body of the constitution under various articles. The state is therefore expected to remedy the situations of inequalities, disproportion, disadvantages, and diswelfares through regulation distribution subsi-

dies etc. Social welfare is accordingly defined as those services which are designed for those weaker and vulnerable sections of community who due to some hardship, social, economic, political, mental etc., are unable to make use of or traditionally denied the use of these services. And the scope of social welfare encompasses services related to women, children, youth, aged and infirm, the handicapped, scheduled castes and scheduled tribe, community welfare services, social defense, social welfare measures and social welfare services for other weaker sections of the society.

15.2 Position of Social Welfare in India:

There has been a significant change in approach to social welfare as well. Traditionally, in the area of social welfare concerned itself with the protective, curative, and rehabilitation services. Up to the close of fourth five year plan, most of programmes for curative and ameliorative in nature but, from the fifth five year plan, the developmental dimensions of vulnerable sections are assuming importance. Welfare services neither are nor promoted, taking family as the unit of development and integrated with diverse programmes directed towards maximizing the capabilities and capacities of the individuals and target groups. The current strategy is therefore aimed at reducing incidents of poverty and to bring improvement in the quality of life by providing opportunities for self development and self employment. The current development strategy involves accelerated effort at human resource development to improve the participation of vulnerable groups like schedules castes, scheduled tribe, minorities and disabled persons etc. in the developmental process.

Another factor of our approach to social welfare is that all along, social welfare policy has provided for a partnership to voluntary sector in welfare policy, planning and program implementation. Involvement of welfare researchers and practitioners in official bodies at different levels had been substantial. Besides, several legislative and financial measures have been initiated to strengthen NGO's. the promotion of voluntary effort is infact a key instrument in the development services. Further, social services are rightly considered to be additive and supplementary to other services for development such as health, nutrition, education, housing and labour welfare etc. India being federal polity, the responsibility for implementation of welfare programmes rests both with central and state governments. Sizeable financial allocation has been earmarked for social welfare services in five year plans, their propositions varying from 13 to 20 percent. In absolute terms, plan outlays for social service increased from Rs. 532 crores in the first plan to Rs. 29,350 crores in the seventh plan accounting for over 16.3 percent of the total public sector outlay. This phenomenal increase in the outlays reflects the positive commitment of state for achieving social development with self reliance and social justice along with economic growth and development.

In order to achieve the objectives of social welfare as delineated above, the central, state and local governments (rural and urban) are obliged to provide required organizational and administrative mechanism in their respective jurisdictions and introduce necessary changes, modifications, innovations and improvements in their structures, methods, procedures, processes and techniques in the light of the past experiences with a view to enable them to work more effectively and efficiently in the pursuit of their goals. The administrative structure for social welfare is the three tires of our federal polity are accordingly discussed as follows.

15.3 At the Union level- Ministry of welfare:

Social welfare has existed as an independent department or a part of some other Allied department in the past. The initial organized efforts towards the creation of an organization for welfare was the establishment of department of social security in June 1964 to look after the subjects related to social welfare pooled together from different ministries like Education, Home affairs, Health, labour, commerce and industry. In January 1966 the department of social security was redesignated a department of social welfare which was elevated to the status of independent ministry in August 1979 and known as Ministry of Education and Social Welfare. The ministry was redesignated as Ministry of Social and Women Welfare in 1984. It was on 25th September 1985 that the ministry of welfare was formed by transferring subjects relating welfare of scheduled caste and scheduled tribes, minorities and other backward classes from the ministry of home affairs and welfare of the disabled and program of social defense from the erstwhile ministry of social welfare and women welfare. Work relating to Wakf was transferred to the ministry of welfare with effect from 6th January 1986. the department of women and child development has been place under the new ministry of Human Resources Development.

The need for separate department of ministry at the centre had been stressed by various committees, study teems and conferences from time to time. For example, the Indian Conference of Social Work had submitted a memorandum to the Prime Minister in 1956 for the creation of the central ministry of social welfare for the reasons that the social welfare needs of the people needed to be tackled in an integrated manner with a progressive outlook and philosophy is also with the optimum use of the countries limited resources in trained men and scientific equipment and the planning commission had also emphasized on the need of such a ministry in the first five year plan. The Renuka Ray Committee (study team on social welfare and welfare of the backward classes constituted in 1958 by the committee on the plan project, planning commission) had also pointed out that various social welfare subjects were within different ministries and the plans and policies of social welfare did not have the advantage of an integrated approach and direction, it had there fore recommended the setting up of department of social welfare. It had also suggested that the work relating to youth welfare, recreational services, education and welfare of the handicapped, social work research and training dealt with by the ministry of education and work relating to beggary and vagrancy, juvenile delinquency and protection, social and moral hygiene and rehabilitation of persons discharged from correctional and non correctional institutions dealt with by the ministry of home affairs, to be transferred to the new department of social welfare. The study team had also further suggested that administration of a national social welfare policy, initiating, reviewing and watching implementation of social welfare legislation by state governments, correction of social welfare schemes of the state governments on a broadly uniform pattern, promotion of social research and constitutional administration of central cadre of welfare administrators could be the other functions of the department of social welfare.

Further the study team appointed by the administrative reforms commission to examine the machinery of the government of India and its procedures of work and suggested in its report in 1967 that rehabilitation of welfare should be concerned with a single department and the department should then be grouped with the department of labour and employment to constitute ministry of labour, employment and social welfare. It had also recommended that charitable and religious institutions should be transferred from the ministry of law to the proposed department in view of the

tremendous influence that they can have on social welfare programmes of the government and in moulding public opinion in this field. The team was also of the view that child welfare being closely related to health and family planning should be separated from the department of social welfare to the proposed ministry of health, family, planning and regional planning.

15.4 Allocation of subjects:

The erstwhile department/ministry of social welfare have not been assigned the subjects on any rational and logical basis are according to any set pattern or direction. A perusal of the subjects falling within its jurisdiction would reveal that they fall short of some subjects which could be easily assigned to it in view of the closeness to the realm of social welfare. Several subjects or significant parts of these subjects administered by other ministries could perhaps be administered by the ministry of social welfare, as, for instance, social education, adult education and youth welfare activities (ministry of education and culture, welfare of labour) (ministry of labour); legal aid to the poor (department of legal affairs, ministry of law, justice and company affairs); and the relief and rehabilitation of displaced persons (department of rehabilitation, ministry of supply and rehabilitation). The allocation of subjects to the ministry of social welfare has thus been determined more or less on the basis of the views of policy makers and administrators as to which ministry would be in a better position to discharge a particular position.

The list of subjects allocated to the new ministry of welfare is quite longish, comprise as it does of 32 subjects pertaining to every conceivable aspect of social welfare in respect of different section of society. This consists of:

(i). Operation of Indo-US, Indo-UK, Indo-Swiss and Indo-Swedish Agreement for duty free receipt of donated relief supplies goods and matters connected with the distribution of supplies coming under (subject falling within list are of the Seventh Schedule to the Constitution of India).

(ii) Social Security and Social Insurance save to the extent allocated to any other Department (Subject falling within List III to Seventh schedule to the Constitution of India as regards legislation only).

(iii) Relief of the disabled and unemployable and measures relation to social security and insurance for Union Territories save to the extent allotted to any other dept. (Subjects which fall with in list II or III of the 7th Schedule to the Constitution of India in so far as they exist in regard to such territories).

(iv) Social welfare planning, project, formulation, research, evaluation, statistics and training;

(v) Conventions with other countries in matters relating to social defense and references from United Nations organization relating to prevention of crime and treatment of offenders

(vi) Institutional and non institutional services for the care and development of children in need including orphans and orphanages.

(vii) Education, training, rehabilitation and welfare of the physically and mentally handicapped;

(viii) National institute for physically handicapped and mentally retarded.

(ix)   National centre for the blind including the central Braille press, Dehradun, Training centre for the adult deaf and school of partially deaf children, Hyderabad; Model school for mentally retarded children, New Delhi and other national institutes.

(x) Social and moral hygienic program;

(xi) Beggary, juvenile vagrancy, delinquency and other care programmes;

(xii) Probation of juvenile offenders;

(xiii) Research, evaluation, training, exchange of information and technical guidance on all social matters including correctional services;

(xiv) All matters relating to prohibition.

(xv) Educational and social welfare aspects of drug addiction.

(xvi) Charitable and religious endowments pertaining to subjects allocated to the ministry;

(xvii) Promotion and development of voluntary effort of subjects allocated to the ministry.

(xviii)National institute of social defense

(xix) Artificial Limbs Manufacturing Corporation of India, Kanpur (ALIMCO)

(xx)   All other attached are subordinate offices or other organizations concerned with any of the subjects specified in this list;

(xxi) Administration of the following Acts:

        a.   Probation of Offenders Act, 1958; (b) Children Act 1960.

(xxii) Scheduled castes, scheduled tribes, denotified nomadic and semi nomadic tribes and other backward classes including scholarships to students belonging to such castes, tribes and classes;

(xxiii) Appointment, resignation etc of special officer for the scheduled castes, scheduled tribes, etc. and reports of special officer;

(xxiv) Development of Scheduled Castes and Scheduled tribes;

(xxv) Reports of the commission to investigate into the conditions of the Backward classes;

(xxvi)   (a) Scheduled Areas; (b) Matters relating to autonomous districts of Assam excluding road and bridge works and ferries thereon; (c) Regulations framed by the governors of State by Scheduled areas and Tribal areas specified in part 'A' of the table appended to paragraph 20 of the sixth schedule to the constitution;

(xxvii) (a) commission to report on the administration of Scheduled Areas and the welfare of the Scheduled Tribes; (b) Issue of directions regarding the drawing up and execution of schemes essential for the welfare of Scheduled Tribes in any state;

(xxviii) (a) Appointment, resignation of special officer for linguistic minorities; (b) Report of the Special Officer (c) All matters relating to linguist minorities;

(xxix) All matters relating minorities;

(xxx) The Wakf Act, 1954 (29 of 1954);

(xxxi) Work in respect of Wakf properties under the administration of Evacuees Property Act., 1950 (31 of 1950);

(xxxii) Administration of Durga Khawaja Saheb Act, 1955 (36 of 1955.)

The list of welfare activities falling within the purview of the Ministry of Welfare, though impressive, is by no means exhaustive as there some welfare programmes which are the responsibility of some other departments or Ministries. For example, Health Care and family welfare programmes are administered by the Ministry of Health and Family Welfare; youth welfare programmes and those for women and child were managed by the Department of Youth Affairs and Sports, and Departments of Women and child Development of Ministry of Human Resource Development (from 1985-1990) respectively; those for labor welfare are the concern for the ministry of labor and those for ex-servicemen are the responsibility of the Ministry of Defense, This is inevitable as it is not possible to bring every welfare activity undertaken and directed to meet the various needs of individuals and groups of individuals under the umbrella Ministry of Welfare and the different ministries have to be entrusted with the management of such activities as constitute their areas of specialization.

15.5 Administrative organization:

The Ministry of Welfare is headed by a cabinet/of State Minister who is assisted by a minister of State/Deputy Minister. The department has two broad divisions one headed by Secretary Welfare and other Secretary, Women and Child Welfare. The Secretary welfare is assisted by an Additional Secretary. The Department of Welfare has seven wings catering various aspects of welfare. Of these five wings are headed by A Joint Secretary and other under the charge of the Financial Advisor and a Director. The broad divisions of these wings are known as:

a. Finance wing, (ii)Handicapped welfare wing, (iii) Minorities Wing, (iv) Scheduled Castes Development Wing, (v) Social Defence and Child Welfare Wing, (vi) Tribal Development Wing and (vii) Wakf wing.

The Secretary, Department of Women and child Welfare is assisted by two joint Secretaries. In each wing there are directors Deputy Secretaries, Under Secretaries, Joint Directors and other officers to handle task relating to the specified wing of the ministry.

The ministry also has a consultative committee of the members of the parliament which reviews the matters relating the ministry and advises the ministry on matters relating to general welfare as well as that of the sectoral groups.

The Ministry is assisted its functions by a number of subordinate organizations national Commissions and national institutes over which the ministry exercises administrative control. There are central social welfare board, national Commission for Scheduled Castes and Scheduled Tribe, Minorities Commission, National Institute of Social Defence, National Institute of Public Co-operation and Child Development. National Institute of Visually Handicapped, National Institute for the orthopedically Handicapped, National Institute of Rehabilitation, Training and Research, Ali Yaver Jung National Institution for the Hearing Handicapped, National Institute for Mentally Handicapped, Commissioner for Scheduled Castes and Scheduled Tribes, Commissioner for Linguistic Minorities, Artificial Limbs Manufacturing Corporation of India Ltd. National Scheduled Castes and Scheduled Tribes Financial Corporation and Tribal Co-operation, Marketing Development Federation of India Ltd.

15.6 Activities of the Ministry:

The Ministry has been allocated multitude of subjects and accordingly undertakes multi furious and multi dimensional functions relating to the welfare of various sections of society these functions are:

(i) Welfare of various sections of society: The Ministry has over the years focused attention on the issues relating to the welfare of various sectors of society and handles various tasks of welfare of Scheduled Castes, Scheduled Tribes, Minorities, Handicapped, Women and Children, Youth, Aged, Drug Addicts and other matters of social defense, social security, social welfare.

(ii) Policy, planning and co-ordination of programmes: The Ministry of Welfare is the Nodal Ministry of overall policy, planning and co-ordination of programmes of development for various sections requiring developmental inputs.

(iii) Operation of central and centrally sponsored schemes: The Ministry operates some central and centrally sponsored welfare programmes. The central schemes include functional literacy for women condensed courses of education for adult women, socio economic programmes, hostels for working women, national institutes for the blind, the deaf, the mentally retarded and orthopedically handicapped, scholarships, research, training, grants in aid to voluntary organizations for handicapped, artificial limbs, manufacturing co-operation, national institute of social defense, national institute of public so-operation and child development, social education and training, planning, research, evaluation monitoring and innovative action-cum-research projects, grant in aid to voluntary organizations by the central social welfare board and strengthening of its field units, grants in aid to all India voluntary organizations, crèches/day care centers for children of working mothers and education for prohibition in drug abuse prevention.

The centrally sponsored schemes comprises services for children in need of care and protection, integrated child development services, welfare of destitute women and children, integrated education of the physically handicapped, placement of handicapped through special employment exchanges and appointment of special officers in ordinary employment exchanges.

(iv) Guidance and direction of the state: The ministry of welfare provides policy guidelines and direction to the states in consonance with the national objectives of social welfare such as reducing poverty, inequality and increasing self reliance.

(v) Association with planning commission: The ministry associates with the planning commission for discussion its plans and allocation of funds for their execution as also for the states five year plans and annual plans thus availing of an opportunity to review programmes implemented in the states.

(vi) Convening of conferences of state Ministries/Secretaries of social welfare: The ministry convenes annual conferences of state social welfare ministers and secretaries in-changes of social welfare to take stock of the ongoing welfare programmes in different parts of the country to be acquainted with their problems and needs with a view to review, modify and improving then so as to ensure balanced development and welfare of people all over the country.

(vii) Constitution of commissions, committees/sturdy teams: The ministry like other ministries constitutes from time to time committees, sturdy teams, working groups etc. Including non-officials from academic and technical fields to access current policies and programmes to study the emerging trends and to make recommendations to enable it to make necessary adjustments, innovations for better formulation of policies and more effective implementation of program. Some of such committees, working groups in the recent past were working group on social welfare in the five year plan (1980-1985), the working group on employment of child labor the committee on the status of women in India, the national commission on women, national commission on self employed women and women in non-formal sector, central committee on prohibition and drug abuse, inter ministerial committees to discuss and recommend various measures for the welfare of the elderly and also consider a drat national policy for the aged.

The ministry has some standing committees as well such as national children board, national committee on women, advisory committee on social welfare, central co-ordination committee on national programmes and co-ordination committee for UNICEF assisted programmes.

(viii) Assistance to voluntary organizations: Voluntary organizations have been playing a key role in the development of welfare services in India. The ministry of welfare, therefore, in recognition of their vital contribution, provides assistance to voluntary sector engaged in providing services to the underprivileged groups. A total assistance provided to voluntary organizations during 1987-88 was Rs. 1,186.70 lacs. The ministry also administers a scheme of organizational assistance to voluntary organizations to promote voluntary effort by providing grants-in-aid to those organizations which are primarily and predominantly engaged in the field of welfare activities and whose scale of operation warrants setting of central office for co-ordination of its various activities.

(ix) Information and mass education activities: The ministry has set up an information and mass education cell to create awareness about its various social welfare schemes and programmes to mobilize public opinion and encourage voluntary action against social evils like alcoholism, drug addiction, beggary etc. and to promote positive social attitudes towards the handicapped, the aged and the leprosy patients and to recognize their proper role in society. The cell has sponsored radio programmes and produced a number of short films and quickies for the publicity of the programmes of the ministry.

(x) Publications: The ministry has started the publication of hand book on social welfare statistics in 1974 which provides database to social welfare programmes, and policies through the statistical compilations. The 1986 edition of the publication is the fourth volume of the series. The volume edited "compilation of compendium of welfare statistics" provides an integrated picture of the programmes and achievements of the ministry in a miniature form. Another prestigious publications of the ministry is "Encyclopedia of social work in India'" whose second edition in four volumes was brought out in 1987. It covers a wide range of fields such as policy and development, social services, general social welfare, child welfare, women welfare, welfare of the aged and handicapped, welfare of the backward classes, voluntary effort, research and evaluation, plans and policies, social work education and training, social defense, social work methods, social welfare administration, international social welfare etc. it serves as a valuable reference work to all those interested in social welfare.

(xi) Research Evaluation and Documentation: The ministry sponsors research and evaluation studies in the areas allotted to it as research and evaluation studies provide useful information on different dimensions of social problems to facilitate effective planning, policy formulation and implementation of programmes for weaker sections of the society. Information thus collected is also document for wider use.

The ministry under the centrally sponsored scheme of research and training provides financial assistance to universities, organizations, social science research institutions for conducting action oriented research and evaluative studies relating to development of scheduled castes. The proposals receiving are scrutinized and approved by a research advisory committee constituted by the ministry. Similarly tribal research institutes substantially contribute to the development efforts through research, evaluation, collection of statistical data, training and providing professional input in the preparation of tribal sub-plan documents a central tribal research advisory council guides and co-ordinates the activities of these institutes.

The ministry also sponsors research and evaluation studies in the fields of the social welfare, social policy and social development to facilitate planning and policy formulation and effective programmes implementation and gives priority to research projects of an applied nature keeping in view the plan policies and social problems requiring urgent public intervention.

(xii) Operation of Bilateral Agreements: The ministry operates Bilateral agreements on gift consignments for relief assistance entered into by the Government of India with the Government of Germany, Sweden, Switzerland, united kingdom and United States of America for duty free entry into India of donated supplies for the poor and needy in the form of food grains, milk powder, cheese processed food stuff, multipurpose food drugs, medicines, multivitamin tablets, hospital equipment and supplies like ambulances, mobile dispensaries, agricultural equipments etc. and bears the expenditure on their handling clearance and inland transportation to the approved consignees destinations.

(xiii) Participation in International Conferences, Seminars and workshops: The ministry deputes delegations for the participation in regional and international conferences, seminars, workshops and training programmes as it did for International conference on Drug Abuse and Illicit Trafficking (Vienna), U>N>Workshop on utilization of Community Resources for Prevention and Reduction of Drug Abuse (Manila). Training at the National Institute of disability and Rehabilitation Research, Washington (USA) under USAID DMT Project. Fifth Social Welfare Experts Study program (Japan) etc. on 1987-88, etc.

The activities of the Ministry of Welfare as mentioned above do not represent exhaustively its spectrum of engagements in its various fields of welfare.   These have increased over year's with the ministry enlarging its area and sickle of operation by including more and more sectors of society requiring help and support of their well being. The jurisdiction of the Ministry is bound to extend and its activities to expand in future due to the increase in the strength of signs of abatement, increase in incidence of crimes in general and atrocities on weaker sections of society, women and scheduled castes and scheduled tribes in particular, spurt in the number of victims of terrorists and militants and resultant phenomenon of immigration between different parts of the country etc.

Department of women and child Development: Ministry of Human Resource Development

The subjects of Child Welfare and Women Welfare development were once the responsibility of the Ministry of Education and Social Welfare. In September, 1985 when the central ministries were restructured and the Ministry of Human Resource Development was established, the department of Women and Child Development was also created and placed under it. The Department is headed by a Minister of State for Youth Affairs and Sports and Women and child Development. The department has two bureaus namely (i) Nutrition and child Development and (ii) Women's Welfare Development. The secretary, who is the administrative Head of the Departments, is assisted by two Joint Secretaries, each incharge of a Bureau. The Planning, Research, Evaluation and Monitoring Unit extend technical support to the activities of the Department. The Central Social Welfare Board (CSWB) and the National Institute of Public Co-operation and Child Development (NPCOD) assist the department in its functions including the implementation of some of its programmes. Besides, the Department enlists active co-operation and involvement of voluntary organizations in all its activities.

The Bureau of Nutrition and Child Development is responsible for the formulation and overall policy and implementation of child development programmes such as integrated Child Development Service, Crèches for children of working and ailing women and welfare of children in need of care and protection and the co-ordination of the work of UNICEF, CARE assisted programmes, special nutrition programmes etc. The National institute of Public Co-operation and Child Development engaged in training and research activities for child development works under its administrative control.

The bureau of Women Welfare Development has the responsibility of formulating policies and implementation and execution of schemes and programmes of women's welfare and development in consultation with Central Ministries/Departments concerned, Women Voluntary Organizations and Central Social Welfare board.

The subjects allotted to the Department include, Family Welfare; Women and child Welfare and Co-ordination of activities of other Ministries and organizations in connection with this subject; references from the United Nations Organization relating to traffic in women and children; care of pre-school children; co-ordination of National Nutrition Program, nutrition feeding of pre-school children and Nutrition education of women; Charitable and religious endowments pertaining to subjects allocated to the Department Promotion and development of voluntary efforts on subjects allocated to the department; All other attracted or subordinate offices or other organization concerned with any of the subjects specified herein; Administration of Suppression of Immoral

Traffic in women and Girls Act (104 of 1956); Dowry Prohibition Act, 1961 (28 of 1961), Everywhere (CARE); Planning, Research, Evaluation, Monitoring , Project Formulation, Statistics and Training relating to the Welfare of Women and Children, United National Children's (UNICEF); Central Co-operation and child Development (NFCCD).

15.7 Activities of the Department:

The Department has been operating the Integrated Child Development Services Scheme, evaluating some aspects of it, making arrangements for training anf orientation of IDCS functionaries at all levels; implementing Crèches/Day Care Centers for children of working and ailing mothers; actively associating with UNICEF and utilizing its assistance for various programmes; operating special nutrition program to provide supplementary nutrition to children below six years and expectant and nursing mothers living in urban slums, tribal areas and backward rural areas; seeking World Bank assistance for a multi-state enriched ICDS program for the areas that are chronically nutritionally deficient in the states of Andhra Pradesh, Bihar, Madhya Pradesh and Orissa, administering the world Food Program (WFP) and CARE Assisted Nutrition Programmes awarding national Children's food. The department has thus been concentrating on rendering early childhood services.

The Department also has been making concerted efforts to bring women into the mainstream of national development through various socio-economic programmes seeking to guarantee for their equality of status and social justice, A significant step in this direction has been the drawing of the National Perspective Plan up to 2000 A.D for women which us a long term policy, guided by the principles and directives relevant to the development process. The plan is linked to the national targets determined for the end of the century in respect   of certain basic indicators as those of health, education and employment. A national Research Centre is also in the process of being established as a national level apex body to extend research, training and information services.

The main programmes of the Development for the development and welfare of woman have been the provision of hostels for working women. Employment and Income generating production units, Women' training centers/institutions program doe women (STEP) in various sectors such as agriculture, dairying, animal husbandry, fisheries, khadi and village industries, handloom, handicrafts and sericulture where women are predominantly engaged in work. The Development has also been emphasizing on States and Union Territories to set up Women's Development Corporations to provide better employment for women so that they can become economically independent, and self reliant. The Department has also been observing international women's week from March 1 and women's Day on March 8th every year.

The Department has been extending grant in aid to numerous voluntary agencies engaged in the development and welfare of women and children through the Central Social Welfare Board.

It has set up a Women's division in the National Institute of Public Co-operation and Child Development to identify the problems of women and utilize the services of reputed consultants in the field to guide in the preparation of programmes. The Department has been convening National conferences such as on Panchayat Raj and participating in International programmes such as SAARC Workshop-cum-study Tour on Early Childhood Education (Male, Maldives), SAARC

Women's Handicraft Exhibition (Dhaka) SAARC Technical committee on Women in Development (New Delhi) The SAARC year for the Girl Child, International conference on Women in Development Process (West Berlin, 1989) Expert Group Meeting on Equality in Political participation and Decision making (Vienna) etc.

The Department of Women and Child Development has been functioning under the aegis of the Ministry of Human Resource Development since its inception in 1985. But, it has been felt that that the Department should have rightly belonged to the Ministry of Welfare which is concerned with the development and welfare of all the disadvantaged sections of society of which women and children constitute the most vulnerable. This wrong has since been righted and the Department of Women and Child Development has been transferred to the Ministry of Welfare its rightful place in 1990.

15.8 Social Welfare Administration at the State Level:

Besides the execution of social welfare projects, schemes and programmes sponsored and financed wholly or partly by the Central Government, the State Government and Union Territory administrations formulate and implement various kinds of welfare services programmes on their own in their respective jurisdictions for the benefit of the socially and economically weaker sections of the society- children women, scheduled castes, scheduled tribes, backward classes, disabled and handicapped, aged, unemployed, needy destitutes etc. through both the institutional as well as non institutional services. The institutional services are provided in the form of education, health, vocational training, hostels, care homes etc. While the non institutional services comprise financial assistance to meet the needs of the beneficiaries, for example, pensions to the aged, unemployment allowance to the unemployed, children allowance etc.

Further, it is nor only the Department of Social Welfare as such which deals with the Welfare services, there are other departments also involved in the implementation of social welfare programmes. They are Departments of women and Child Welfare. Home Department (for juvenile delinquency and Crime, Beggary). Jails Department (for Prisoners Welfare, Police Department (for suppression of immoral traffic). Education Department (for education of the handicapped) Labour Department (for labour welfare). Health Department (for health care of children and mothers). Scheduled Castes and Scheduled Tribes Department (for the welfare of these classes). Rural development Department and Panchayatraj Institutions (for the welfare of rural people) and so on.

15.9 Administrative Organization at State Level:

At the state level, the incharge of the Department of social welfare is the Welfare Minister and secretary to Government is the administrative head of the department. The secretariat helps guides and advises the Minister in the formulation of the policies of the Department in getting the legislation passé by the state legislature and supervisors and execution of the policies, schemes, projects and programmes by the Directorate.

The Directorate is headed by a Director who is assisted by Additional director and Joint director, Deputy Directors, Administrative Officers and supporting staff. They have the responsibility of implementing the policy of this Department and executing the programmes framed there under. These officers operate at the head quarters.

In the field of Divisional and District Social Welfare Officers function at the district level and execute the various welfare programmes in their respective jurisdictions. Tehsil/Taluka/Block Social welfare officers are appointed to provide services at the taluks, Tehsils, block and village levels. The Secretariat, the directorate and the field stations are duly provided with the supporting secretariat staff in the required strength to be determined on the requirements of each establishment.

The administrative and staffing pattern in all the states is more or less same and so is the kinds of welfare services provided in each state expect for some minor variations. The administrative organization and the types of welfare services rendered by the states may be illustrated by delineating the administrative setup and the services carried out.

The Institutions of the department located at various places in the state are headed by superintendents while the Family and child Welfare Projects are being looked after by Mukya sevikas. The incharge of the Integrated Child Development Services projects is Child Development Project Officer. Nutrition Centers in the filed are inspected by Inspectors appointed at state head quarters.

15.10 Summary:

Indian polity is wedded to the concept of welfare state as is reflected in the Preamble of its constitution, Directive Principles of Sate policy and numerous other constitutional provisions. It has accordingly launched multitude of welfare programmes for the development and well being of weaker sections of society ever since the attainment of independence. But it has taken quite long to establish an independent Ministry of Welfare to formulate policy, and oversee the implementation of programmes contained therein and to coordinate the welfare activities of other segments of the government and those of voluntary organizations. The initiative to set up an administrative structure for social welfare was taken in 1964 with the establishment of Department of social security as a sequence to the recommendation of Renuka Ray committee. The social Welfare departments in the various states are organized into different divisions to cater to the development and welfare needs of particular sections of the society such as scheduled castes/scheduled tribes, backward classes, the handicapped, women and children.

Mechanism for administration of social welfare at the local level ha been, unfortunately, very poor. Though the Municipal Acts and Gram Panchayat Acts and Panchayat Smithies and Zilla Parishad Acts in various states provide for welfare programmes to be undertaken by local authorities (urban and rural, they have not taken up except by a couple of municipal corporations for lack of financial resources, administrative expertise lack of political will and leadership apathy of the inhabitations of the areas concerned and the absence of independent sections in the organizational structures of the local bodies. The local authorities in the developed countries like UL, USA, Canada and Scandinavian countries play a major role in the formulation and implementation of welfare programmes and are bodies in our country should also be encouraged to participate effectively in the preparation and execution of welfare programmes for government organs to the local people are in the best position to be assisted in terms of finances and organizational and administrative mechanism and paraphernalia by the central and state government s would thus play their respective roles in carrying mum benefits of the population concerned and devise and design more programmes for the disadvantaged and unprivileged section of society to achieve the goals of welfare state.

15.11 Key Words:

1. Bilateral Agreements
2. State Policy
3. Social Welfare Administration

15.12 Self Assessment Questions:

1. Explain the Need and importance of Social Welfare Administration.
2. Discuss the Social Welfare Administration in India at Central, State and district levels?

15.13 Reference Books:

1. Sachdeva D.R(1992) : Social Welfare Administration in India, Published by Kitab Mahal, Sarojini Naidu Marg, Lucknow.

2. Sanjay Battacharya : Social Work an Integrated Approach, Deep & Deep Publication, New Delhi.

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Lesson – 16

NATIONAL COMMISSION OF SCHEDULED CASTES, SCHEDULED TRIBES AND WOMEN

16.0 Objective:

The Objective of the present lesson is to study the National Commission of Scheduled Castes, Scheduled Tribes and Women.

Contents:

16.1 Introduction:

According to scholar statesman and the late President Dr. S.Radhakrishnan, Manu had based his chaturvarna concept of priest, teacher, warrior, businessman and worker with a view to accord equal status, equal prestige and equal value to all sections of the society but winds of change and waves of history turned function based chaturvarna into heredity based the jajmani system that ultimately turned out to be the greatest curse for the country. Of all the sections the sudras, once put on the lowest rung of social hierarchy were destined to suffer all types of deprivations. These untouchables and depressed classes came to be designated as Scheduled Castes-the term appeared for the first time in Govt. of India act, 1935. In April 1936, the British government had issued the government of India (Scheduled Castes) Order, 1936 specifying certain castes, races and tribes as Scheduled Castes in the then provinces of Assam, Bengal, Bihar, Bombay, Central provinces and Berar, Madras, Orissa, Punjab and United provinces.

Under 341 of the constitution, certain backward classes/communities suffering from untouchability and social disabilities were declared as scheduled castes. After the constitution

came into force, the list of Scheduled Castes were notified under the constitution (Scheduled Castes) Order 1950 by the President of India. So far 15 president orders specifying Scheduled Castes and Scheduled Tribes for various States and Union Territories have been issued. Any amendment to the existing list of scheduled castes/scheduled tribes is made by a parliamentary enactment. On the part of the government, no definition of scheduled caste or a tribe has even been given. Only at the pressure of authorities a community becomes a scheduled caste or scheduled tribe. No wonder, a community having socio-cultural-economic characteristics is a scheduled caste or a tribe in one State/UT but not in other. Not only that on purely political consideration, some communities on the advice of some sociologists have been 'scheduled' to draw benefits where as the Ladakhis, totally similar to their neighbors in Himachal Pradesh have ultimately resorted to violence to get themselves scheduled. By 1971 there were 612 Scheduled Castes in India.

16.2 State of Scheduled Castes:

According to 1981 census, the schedules castes and scheduled tribes constitute 15.47% and 7.85% respectively of the total population of the country in other words, 'Harijans' and 'Girijans' that is, tribes, constitute about one fourth of the country's population. The major concentration of scheduled caste is in Utter Pradesh (22.3%) followed by West Bengal (11.46%), Bihar (9.8%), Tamilnadu (8.48%) Andhra Pradesh (7.6%) Madhya Pradesh (7.02%), Rajastan (5.57%), Karnataka (5.34%), Punjab (4.31%), Maharashtra (4.28%), Kerala (2.43%), Hariyana (2.35%), Gujarat (2.33%), Himachalpradesh (1.01%), jammu and Kashmir (0.47%), Tripura (0.30%), Sikkim (0.02%), and Manipur (0.02%). In Nagaland, Andaman and Nicobar Islands and Lakshadweep there are no scheduled castes; in Meghalya, Arunachal Pradesh, Dadra and nagar Haveli and Mijoram their number is very insignificant.

An overwhelming number of the harijans (88%) resides in the country side. Although until recent past a harijan dreaded to move out of his moorings, but owing to agricultural development (Particularly the Green Revolution) in some parts of the country , industrial progress in certain regions, rapidly expanding urbanization and the breaking of the jajmani system as also the steeply declining demand for rural goods prepared by artisans, the harijans have become quite a mobile class. About 52% of all the scheduled caste workers are agricultural labourers and 28% are small and marginal farmers and share croppers. In the western part of the country almost all weavers are from scheduled castes and in the eastern part of the country all fisher men are from scheduled castes. Unclean occupations like scavenging, flaying, tanning etc. are almost entirely left to the scheduled castes.

In the urban areas a substantial portion of rickshaw pullers, cart pullers, construction labourers, beedi workers and orther unorganized non-agricultural wage labourers and civil sanitation workers belong to scheduled castes. They are amongst the poorest of those who live below the poverty line. Although there are have-nots and down trodden among the other sections of the populace, the major chunk of the deprived sections of India's population that is living in abject poverty, abnormal ignorance and unparalleled superstition comes from the scheduled caste among the deprived people too it was the harijans who for centuries lived practically the life of servitude, humiliation and utter helplessness.

16.3 Constitutional Safeguards:

The constitution prescribes protection and safeguards for the scheduled castes and scheduled tribes, and other weaker sections either specially or by way of insisting on their general rights as citizens with the object of promoting their educational and economic interests and of removing the social disabilities. The main safeguards are:

(a) the abolition of untouchability and forbidding of its practice in any form (Art.17);

(b) the promotion of their educational and economic interests and their protection from social injustice and all forms of exploitation (Art.46);

(c) the throwing by open by law of Hindu religious institutions of a public character to all classes and sections of Hindus (Art 25 b);

(d) to removal of disability, liability, restriction or condition with regard to access to shops, public restaurants, hotels and places of public entertainment or the use of wells, tanks, bathing ghats, roads and places of public resort maintained wholly or partially by to state funds are dedicated to the use of the general public (Art. 15 (2);

(e) the curtailment by law in the interest of any scheduled tribes of the general rights of all citizens to move freely, settle in and acquire property (Art 19 (5);

(f) the forbidding or any denial of admission to educational institution maintained by the state or receiving grant out of State funds (Art.29 (2);

(g) permitting the state to make reservation for the backward classes in pubic services in case of inadequate representation and requiring the state to consider the claims of scheduled tribes in the making of appointments to public services (Art.16 and 335).

(h) Special representation in Lok Sabha and the State Vidhan Sabhas to scheduled castes and tribes till 25 January 2000 (Art. 330, 332 and 334)

(i) The setting up of Tribes Advisory Councils and separate departments in the State and the appointment of special officer at the center to promote their welfare and safe guard their interest (Art. 164 and 338 and Fifth Schedule);

(j) Special provision for the admission and control of scheduled and tribal areas (Article 244 and fifth and Sixth schedules); and

(k) Prohibition of traffic in human beings and forced labour (Articles 23).

16.4 Commissioner for Scheduled Castes and Scheduled Tribes:

Article 338 of the constitution provides for the appointment of special officer for the

scheduled castes and schedules tribes who is charged with the duty, who investigates all matters relating to the safeguards provided for the scheduled castes and scheduled tribes under the constitution and to report to the President upon the working of these safeguards at prescribed intervals. In pursuance thereto, a special officer commonly known as 'Commissioner of scheduled castes and Scheduled Tribes', is appointed by the President from time to time. Considering the magnitude of the problem, the government was of the view that in addition to the functioning and authority of the special officer, these matters should appropriately be entrusted to a high level commission consisting of persons of eminence and status in public life. The functioning of the commission would not be lessening the authority of special officer.

Government had accordingly decided to set up a commission for this purpose which was to consist of a chairman and not more than four other members, including the special officer appointed under article 338 of the constitution. The term of office of the chairman as the members of the commission would not ordinarily exceed 3 years. The head quarters of the commission would be located at New Delhi.

The functions of the proposed commission would broadly correspond with the functions at present entrusted to the special officer under the article 338 of the constitution and would be as follows:

(i) To investigate all matters relating to safeguards provided for scheduled castes and scheduled tribes in the constitution. This should inter alia, include a review of the manner in which reservations stipulated in public services for scheduled castes and scheduled tribes are in practice, implemented.

(ii) To study the implementation of protection of Civil Rights Act 1955 with particular reference to the objective of removal of untouchability and individual discrimination arising there from within a period of 5 years.

(iii) To ascertain the socio economic and other relevant circumstances accounting for the commission of offences against persons belonging to scheduled castes or scheduled tribes with a view to ensuring the removal of impediments in the laws in force and to recommend appropriate remedial measures including measures to ensure prompt investigation of the offenders.

(iv) To enquire into individual complaints regarding denial of any safeguards provided to any person claiming to belong to scheduled caste or scheduled tribe.

The commission would devise its own procedure in discharge of its functions. All the ministries and departments of the government of India would furnish such information and documents, provide such assistance as may be required by the commission from time to time. The government of India trusts that the state government and union territory administrations and others concerned will extend their fullest co-operation and assistance to the commission. The commission would submit an annual report to the president detailing its activities and recommendations. They should however, not preclude the commission from submitting, reports to the government at any time they consider necessary on matters within their scope of work. The

annual report together with a memorandum outlining the action taken on the recommendations and explaining the reasons for non-acceptance of recommendations, if any, in so far as it relates to the central government will be laid before each house of parliament.

The commission was setup in 1978. It is assisted by a secretariat with head quarters at Delhi and 17 field offices located in the states. 12 of the filed offices are headed by Directors and 5 by deputy directors. The secretariat is headed by an officer of the rank of secretary to the government.

The commission for scheduled castes and scheduled tribes has been renamed as National Commission for Scheduled Castes and Scheduled Tribes. It will function as an advisory body on broad issues of policies and levels of development of the SCs and STs. It shall consist of a chairman and not more than 11 other members and may include experts in the filed of social anthropology, social work and other related social sciences.   The terms and conditions of the chairman and the members shall be as determined by the government in each case, provided that their term of office shall not normally exceed 3 years. The functions of the National Commission for Scheduled Castes and Scheduled Tribes will be as follows:

(i) To study the extent and ramifications of untouchability and social discrimination arising there from and effective of the present measures and recommend further measures to be taken;

(ii) To study socio-economic and other relevant circumstances leading to the commission of offences against persons belonging to scheduled castes and scheduled tribes; and to recommend appropriate remedial measures to ensure prompt investigation of such offenders.

(iii) To make studies on different aspects of development of the scheduled castes and scheduled tribes with a view to ensuring integration of these groups with the main stream of the society in all aspects. These would include studied in the field of socio-economic development, education, commerce, trade, art, literature, language, housing, communication, agriculture, forestry, horticulture, fisheries, rehabilitation, pollution and environment; and

(iv) Such other functions as may be entrusted to the National Commission for Scheduled Castes and Scheduled Tribes in evolving general policies relating to any aspect of development of the scheduled castes and scheduled tribes as may be thought proper by the central government.

16.5   Scheduled Castes development corporations:

The scheduled Development Corporations in the streets envisage providing an interface between scheduled caste families and financial institutions in respect of bankable scheme of economic development. Eighteen states and three Union territories with a sizeable population of scheduled castes have set up scheduled development corporations. The Government of Indian provides assistance to states for share capital for investment in their corporation at the rate of 49% against states share at the rate of 51 percent and this has helped the corporations in expanding their activities.

The Third National Conference of Scheduled Corporation was convened at Delhi in April 1987 jointly by the ministry of Welfare and Agricultural Finance Corporation. The participants in the

conference included Secretaries of State Social Welfare/ of Scheduled Caste Welfare Departments, Managing Directors and other senior officers of scheduled development corporations, representatives of Reserve Bank of India, State Bank of India, NABARD, DICGC, and Banking institutions, Ministry of Welfare and Department of Rural Development, the Commission for Scheduled Castes and Scheduled Tribes, Office of the Commissioner for Scheduled Castes and Scheduled Tribes. The Theme of the conference was the New Pattern of Assistance (NPA) for the economic development through scheduled caste development corporations which was evolved form the alternative to the Margin Money Loan Programme.

AID TO VOLUNTARY ORGANISATIONS FOR SCHEDULED CASTES:

Under this scheme Central Assistance is provided on 100 percent basis to the voluntary organizations of all India character who are engaged in the welfare of Scheduled Castes and Scheduled tribes. A central grant-in-aid of Rs 80.40 lacs was released to 13 voluntary organizations during the year 1986-87, and out lay of Rs 1 Crore was made for the scheme for the Year 1987-88.

NATIONAL OVERSEAS SCHOLARSHIPS:

The Scheme of National Overseas Scholarships is a non-plan scheme for enabling the candidates belonging to the Scheduled Castes/Scheduled Tribes, De notified tribes, Nomadic and Semi Nomadic Tribes to go abroad for higher education for Post-graduate studies leading to Ph.D. and Post-doctoral Research etc. in Engineering Technology and other subjects for which adequate facilities are not available in the country.

16.6 Constitutional provisions for Tribal Welfare:

The constitution provides various safeguards for promotion and protection of the interests of scheduled tribes. Provision contained in Articles 19,46,164,244,275,330,332,334,338,339,342 and the fifth and sixth schedules of the constitution are relevant in this regard. The government of India's responsibility in relation to the development of scheduled tribes and the scheduled areas extends not only to the provisions of funds (article 275) for their development but also to evolving policies and programmes for their rapid and harmonious development in consultation with and co-operation of state governments.

Twenty point program:

The importance attached to tribal development is also reflected in the new Twenty Point Economic Program 1986 which lays special emphasis on the development of scheduled tribes being the nodal ministry for overall policy, planning and co-ordination of programs for the development of scheduled tribes the welfare ministry is concerned with the following points relating to tribes:

(a) Point 11: Justice to Scheduled Castes and Scheduled Tribes.

(b) Point 7(3): Pay special attention to water supply for scheduled castes and scheduled tribes.

(c) Point 14(3): lay special emphasis on construction of houses for scheduled castes and scheduled tribes.

(d) Point 16(2): Protect the traditional right of tribal population and local communities of access to fire wood and forest produce.

The British government in India was mainly concerned with the maintenance of law and order rather than with economic and social development in tribal areas. In Assam the policy of 'exclusion' was followed and no outsiders except machineries with known antecedents were allowed to go there. Since independence of the country, the chief programmes for the scheduled tribes have been directed to raise their standard of living, developing agriculture, and industry in tribal areas and providing for their educational, social and economic development.

Essential conditions for Schemes for Tribal Welfare:

Schemes for tribal welfare must fulfill two essential conditions namely conformity to social values and patterns of the life of the people for whom they are intended and the psychological receptivity and ability of the tribal population to absorb them. Theoretical perfection of a scheme or its suitability to the people in general must not be regarded as the criteria for tribal people. Ignorance of these basic facts and inability to appreciate them are responsible for the failure of many development schemes which by themselves are unexceptionable. The third five year plan also said it would be an error to over administer them in the name of development. In facilitating the development the tribal people should be enabling to develop along the line of their own genius. With genuine respect and support for their own traditional arts and culture and without the pressure of imposition from outside. In tribal areas every effort should be made to train and buildup the team of own people to do the work or administration and development, the constant aim being to develop local personnel both as official functionaries and as social workers.

16.7 Tribal Development and Welfare Strategies:

The population of the Scheduled Tribes as per 1981 Census was bout 5.38 crores (Including the projected figures in respect of Assam) constituting about 7.8 percent of the total population. Tribal development has from the beginning been based on a two pronged policy, Viz., (i) protection and promotion of their interests, thorough legal- administrative support and (ii) implementation of developmental schemes to raise their level of living. The tribal sub-plan (TSP) concept was evolved to be the main instrument for development of tribal people and tribal areas. The TSP is in operation if 17 states and 2 Union Territories Viz. Andhra Pradesh, Assam, Bihar, Gujarat, Himachal pradesh, Karnataka, Kerala Madhya Pradesh, Maharastra, Manipur, Orissa, Rajasthan, Sikkim, Tamil Nadu, Triupura, Uttar Pradesh, West Bengal, Andaman and Nikobar Islands and Goa, Daman and Diu. It covers 26 Districts fully and 97 districts partly in the country

The TPS approach consists of three main components, Viz. (a) Integrated Tribal Development Projects (ITDPs) comprising generally administrative Units like sub-Divisions/Tehsils/ Taluks with 50% or more Scheduled Tribe population, (b) 248 pockets of tribal concentration (MADA pockets) having a total population of 10,000 or more and Scheduled Tribe population of 50% or more and (c) 73 primitive Tribal Group Projects. In addition, during the seventh five Year Plan period Clusters having a total population of 5,000 and 50%or more Scheduled Tribe concentration therein are being identified.

Objectives of Tribal Development:

During the Sixth plan the major objectives in tribal development were: (i) taking up family beneficiary programmes through raising productivity levels of the beneficiary families in the fields of agriculture, horticulture, animal husbandry, small industries, etc; ii) elimination of exploitation of tribes in the spears of alienation of land, money lending, debt-bondage, forest, etc; and iii) human resource development through education and training programs and iv) infrastructure development.

Funding of Tribal Development Program:

The TSP is funded through resources drawn from. i) State plans, ii) Special Central Assistance Program of the ministry of Welfare, iii) Central and Centrally Sponsored Programmes, and iv) institutional Finance.

The state plan investment includes amounts proposed under various sectors of activity of the state government and also includes amounts yearmarked towards the state share of centrally sponsored schemes. According to the guidelines for quantification of funds for the TSP the total financial outlay in a state plan is to be divided into divisible and non-divisible components. The non divisible components would represent investment where the benefits cannot be identified to have flown to any specific area or region or any target group. During the sixth plan the state governments were advised that they should yearmark an amount of outlay for the TSP keeping in view: (i) proportion of the TSP area in the total geographical area of state, (ii) relative level of development of tribal areas vis-à-vis other areas in the state and (iii) Percentage which the tribal population in the state bears to the total population. The flow to the TSP for the country as a whole was 8.25 percentage of the total state plans (Rs, 3495.24 crores out of Rs. 42390.60 crores).

Special Central Assistance (SCA) was instituted in the beginning of fifth plan period. The purpose of the SCA was that it should be an editive and catalyst for spurring financial investment by the state governments and financial institutions. The SCA from Rs.190 crores in the fifth plan period was increased to Rs.486.11 crores in the 6th plan period. The expenditure under SCA is reported to have been Rs.441.51 crores.

The central government wholly finances certain schemes of national importance and these are known as central sector schemes. Besides there are certain centrally sponsored schemes in most of the plan sectors which are usually common to all the states and which are financed by the central government and the state governments usually in the ratio of 50:50. Most of the schemes are concerned with anti-poverty goal and are based on part-subsidy to be drawn from the state and the central plans and part-loan drawn from financial institutions. The proportion between subsidy and loan is generally is 50:50. The idea that year marking of funds also under the centrally sponsored schemes should be done under the TSP was mooted in the fifth plan, but the progress in this regard was not satisfactory. According to available data only six states viz., Andhra Pradesh, Gujarat, Madhya Pradesh, Orissa, Rajasthan and Tamil Nadu, could quantify Rs.197.49 crores from their centrally sponsored schemes during the 6th plan period.

The report of the working group of tribal development during the sixth plan have observed that in formulation of programmes specific problems of each area and the target group in terms of

family should be clearly defined and schemes directly benefiting the individual tribal family given the highest priority. A tribal family is given fifty subsidy and fifty percent loan in the field of agriculture. However, the relative percentage of subsidy and loan component may very from state to state and further in a state from scheme to scheme. In the field of credit-cum-marketing the part to be played in institutional finance is vital. Both production and consumption credit have come to occupy a pivotal position in the promotion of tribal economy. Institutional finance is thus an important ingredient in the entire beneficiary oriented program while subsidy element is available from the central and state funds; the loan component has to flow from financial institutions

16.8 Centrally sponsored schemes for the Scheduled Tribes:

There are three centrally sponsored schemes for scheduled tribes viz. (i) Girls Hostels for Scheduled Tribes, (ii) Research and training; (iii) aid to voluntary organizations.

(i) Girls Hostels: The scheme of girls hostels for scheduled tribes is an operation since third five year plan and has considerably helped promotion of girls education amongst tribal communities. The expenditure on these items is shared between the state and center on a matching basis i.e. 50:50.

(ii) Tribal Research: The tribal research institutes have been setup at Hyderabad, Guwahati, Ranchi, Ahmedabad, Calicit, Bhopal, Pune, Bhubaneswar, Udaipur, Lucknow and Calcutta. Another fullfledged tribal institute is proposed to be setup at Imphal. These institutions are substantially contributing to the developmental efforts through research, evaluation, collection of statistical data, training and providing professional inputy in the preparation of tribal sub-plan documents the scheme is operated on sharing basis, the expenditure on plan items are met by the central and state government in the ratio of 50;50. A Central Tribal Research Advisory Council was setup in 1886-87 to guide and co-ordinate the activities of this institution. Two other components of the scheme are grant of research fellowships to students working on tribal problems and supporting research project by expert bodies. The scholarship holders are selected by a selection committee duly constituted in the ministry of welfare for the purpose.

(iii) Grants-in-aid to voluntary organizations: Grants-in-aid to voluntary Organizations of all India character which are operating in more than one state for the development of scheduled tribes is given on year to year basis. The activities of voluntary organizations include education, training, medical and public health during 1987-88. A provision of Rs.80 lakks existed for the purpose and about 25 organizations were assisted.

16.9 National Commission on Women:

Many organizations for women, cutting across party lines have been demanding the setting up of a statutory body of protecting their rights. The demand for a national commission for women had been made in 1976 when the first comprehensive report on the status of women in India was released. There was broad agreement that positive steps were required to give women their due place in society. In the mean time, mounting instances of bride burning, dowry, practice of sati, all combined to give the matter a new urgency. National Front Government introduced the National Commission on Women bill on the last day of the budget session of parliament in 1990.

The voluntary agencies which have been fighting for a better deal for Indian women feel let down because the Bill in its present form is not based on the consensus reached after several rounds of discussions between women's groups and ministry concerned. (i) The proposed commission is with out any power to take independent action on any issue brought before it. It will have no executive powers vested with it. It will be like any other government department with petty politicians and bumbling bureaucrats having unrestricted right to interfere in its day-to-day functioning; (ii) the proposed commission will be obliged to carry out such directions as may be issued to it from time to time by the Central governments for proper and efficient functioning; (iii) If the women's organizations feel that an independent body should be allowed a free hand in the setting up of the proposed commission. (iv)Under the section 4 of the bill the Central government will have the power to decide who from a wide range of designated fields is competent to serve on the commission. This provision will open the floodgates of political appointments whose survival will depend on whims and fancies of the government of the day; (v) The women of India have suffered all manner of indignities for centuries and the proposed national commission will be one more in the same direction.

Indira Mahila Yojna: The congress (i) had announced a special scheme for women- Indira Mahila Yojna on the birth anniversary of the late Prime Minister, Mrs. Indira Gandhi on November 19, 1989 to create awareness of rights and privileges among women as equals in society and in the building of the nation. The Congress (i) President, Mr. Rajiv Gandhi has recommended that the plan allocation for the Yojna should be Rs 5,000 crore annually. There were at present about 90 different government sponsored schemes in operation, which were either specifically, designed for women or had an important women component. The Government proposed to bring them under this scheme.

The Indira mahila yojnas would be administered in villages and mohallas by "Mahila Sabhas" which include women from all the areas. They would be governed by the gram panchayats in rural areas and negarpalikas in urban area. The Mahila Sabhas would choose from among themselves the "Saathins", or voluntary lady workers, who would primarily be in charge of informing women of the locality of the schemes that were available. Over the next few years, a women and child development centre development center would be "opened in every village panchayat area or municipal ward of the country".

The Dowry Prohibition Act, 1961:

Dowry system has always given rise to innumerable socio economic problems of far reaching consequences and wide ranging ramifications. Of late, numerous incidents of bride burning, harassment and physical torture of the young brides and various kinds of pressure tactics being adopted by the husband/in-laws pressurizing for more dowry have compelled the social reformers and intelligentsia to give serious thought to the various aspects connected with the very institution of dowry. Admittedly, legislation by itself cannot normally solve deep-rooted social problems. Nonetheless, legislation is necessary to exercise educative impact besides providing legal sanctions against this social evil of devastating consequences. It is in this context that while the Dowry Prohibition Act was enacted in 1961, the Dowry prohibition (Amendment Act), 1984 was passed to further plug some of the loopholes in original Act which came into force w.e.f 2nd October,1985. The Act inter-alia stipulates under the Dowry Prohibition (Maintenance of Lists of Presents to the Bride and Bridegroom) Rules, 1985 that the list of presents which are given at the time of the marriage to the bride/bridegroom shall be maintained by the bride/bridegroom in writing

and shall contain a brief description of each present, its approximate value, the name of the person who has given the present, and where the person giving the present is related to bride or bridegroom a description of such relationship and shall be signed by both the bride and the bridegroom.

16.10 Women's development corporations:

A Scheme to set up Women's Development Corporations in all the states of Union Territories was formulated during 1986-87. The object of the scheme is to provide better employment avenues for women so that they can become economically independent and self-reliant. Further, the scheme helps to overcome the major obstacles to women's employment sector. In fact the Women's Corporations are expected to work as catalytic agent to create sustained income generating activities for women. These corporations should promote schemes for women and women groups belonging to weaker sections of the society with priority to single women. The functions of the proposed corporation will include identification of potential areas of employment, assistance for project formulation and raising finances, arranging raw material for working women in multiple occupations, providing training facilities and infrastructure for making the products.

Development of Women and Children in Rural Areas (DWACRA):

The Scheme has been recently transferred to PUNWAC by Rural Development Department. Government of India has sponsored it for development of women and children belonging to families below the poverty line in rural areas. It aims at promoting income generating activities amongst women and its main focus is on marketing of productions of women by organizing them in groups to take up economic activities. To begin with, it is proposed to constitute 240 groups in two districts namely, Gurudaspur and Bhatinda. Each group gets a working capital of Rs.10, 000 to run the activity.

The Corporation also runs a Anganwadi Training Centers under Integrated Child Development Schemes of the Government of India. In short, the scope of the Corporation is very vast since it intends catering to women of all social and income groups, of course, with social emphasis on women from weaker sections of the society and socially under-privileged women. Almost all activities of the Corporation are of promotional nature. Enhanced economic status is a pre-requirement to enhance social prestige and status. Corporation, therefore, plans to go ahead at a faster speed for further increasing its scope of functioning. It aims at helping the women not only to help themselves, but also to bring prosperity to their families, particularly children who are primary beneficiaries of mother's prosperity.

16.11   Welfare Programmes of women at Centre and State level:

Of late, women all over the world have been agitating and struggling for their rights and privileges and initiating women liberation movements to achieve their rightful place in their respective societies.

(i) The United Nations had declared 1975 as a National Women Year and the 1975 -1985, as the international women decade, March 8th is observed as women's day in our society every year. All

these anniversaries and commemorative days are observed to focus the attention and concern of the governments and the society on the needs of the women and the efforts required to meet them – on their fundamental rights to equality, the equal right to nutrition, health, education and opportunity, beginning with the right to survive. All these components are crucial to all round development of the women and the community, she lives in. The centre and the state governments and union territories administrations had launched a number of programmes for improving social and economic status of women, intensified efforts to maintain continuity and their progress and expanded them during women's decade. Various state governments for instance, recognizing the role of integrated delivery of early childhood services had taken up centrally sponsored schemes of integrated child development services for implementation in the states, the impact of which on the lives of children and mothers was evident in several crucial indicators increased weight at birth reduced incidents of malnutrition, increased immunization coverage, reduced infant mortality rate and decline in birth and death rates.

(ii) Launched the 20 point programmes which lay a special emphasis on accelerated programmes for women welfare and nutrition programmes for pregnant women, nursing mothers especially in tribal, hilly and backward areas.

(iii) Setup women and children development corporations,

(iv) construction of a number of women's hostels buildins by voluntary organizations with the aid given by the central and state governments.
(v) Provision of crèches in conjunction with working women's hostels as well as in other establishments.

(vi) Various concessions facilities for working women like relaxation on age limit in entertaining government services, special leave benefits etc.,

(vii) The central social welfare board, state social welfare advisory boards, Indian council for Women Welfare, all India women's conference, Bharatiya Grameen mahila Sangh, Red Cross, Association for Social Health in India and other voluntary organizations were in existence long before the international women's decade, but during this decade these organizations geared up their machinery and came up with novel programmes for women's welfare.

(viii) Celebrations of simple marriages and even mass marriages, settlement of family disputes arising out of demand for more dowry and matrimonial problems have been receiving greater attention of all such voluntary welfare organizations. Social maladies, social imbalances in the society call for providing greater social security to women. Women also have to suffer the back lash effects of growing problems of drug addiction and alcoholism. On the death the drug addict husband the wife has to stand on her own and think of ways and means to steer the family through the crisis. Dowry deaths, bride burning social improper ties etc. prompted these voluntary welfare organizations to work with more zeal for the eradication of such social evils and for creating social awakening, rising social values, improving social health so that women should live in complete social harmony.

(ix) The state governments have set up protective homes for the distressed women and those who are in moral danger under the suppression of immoral traffic act. Due to broken homes and highly

individualistic society the problems of unmarried mothers, orphans and emotionally disturbed women are quite acute today. In this context the need for organizing and strengthening social welfare services on modern lines consistent with the curative and rehabilitative needs is all the more felt. These social obligations continue to receive much of the government attention and the policies and programmes are reviewed and modified in the light of new challenges.

(x) Governments pay due attention to various legislations with a view to amend or strengthening the existing laws to suit the interests of the women. Equal Remuneration Act 1976 was passed which provides for (a) The payment of equal remuneration to men and women workers; (b) Prevention of discrimination on the ground of sex against women in the matter of employment and for matters connected their with or incidental thereto. The Hindu Marriage Act. 1955 and The Special Act of 1955 had been amended by the Marriage Laws Amendment act, 1976, to provide for the right of a girl to repudiate before attaining majority, her marriage as a child , whether the marriage has been consummated or not. The Dowry Prohibition Act. 1961, was made more stringent. The Child Marriage Restraint Act. 1978 raises the age of marriage for girls from 15 to 18 years and boys from 18 to 21 years. the Factories (amendment) Act 1976, provides for establishment of crèche where 30 women are employed as against one for every 50 hitherto. The Maternity Benefits Act. 1961 was amended in April 1976 to cover women who do not fall within the purview of The Employees State Insurance Act of 1948. These legislative measures are expected to go a long way in removing social prejudices, social inequalities and social stigmas against women.

16.12 Summary:

Any amendment to the existing list of scheduled castes/scheduled tribes is made by a parliamentary enactment. On the part of the government, no definition of scheduled caste or a tribe has even been given. Only at the pressure of authorities a community becomes a scheduled caste or scheduled tribe. No wonder, a community having socio-cultural-economic characteristics is a scheduled caste or a tribe in one State/UT but not in other. Not only that on purely political consideration, some communities on the advice of some sociologists have been 'scheduled' to draw benefits where as the Ladakhis. Totally similar to their neighbors in Himachal Pradesh have ultimately resorted to violence to get themselves scheduled. By 1971 there were 612 Scheduled Castes in India. A Scheme to set up Women's Development Corporations in all the states of Union Territories was formulated during 1986-87. The object of the scheme is to provide better employment avenues for women so that they can become economically independent and self-reliant. Further, the scheme helps to overcome the major obstacles to women's employment sector. In fact the Women's Corporations are expected to work as catalytic agent to create sustained income generating activities for women. These corporations should promote schemes for women and women groups belonging to weaker sections of the society with priority to single women.

16.13 Key Words:

1. Bilateral Agreements
2. State Policy
3. Social Welfare Administration

16.14 Self Assessment Questions:

1. Explain the Need and importance of Social Welfare Administration.

2. Discuss the National Commission on Scheduled Castes, Scheduled Tribes and Women.

16.15 Reference Books:

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