# Social Policy and Administration I

## SOW304

University of Ibadan Distance Learning Centre
Open and Distance Learning Course Series Development
Version 1.0 ev1

*General Editor*: Prof.BayoOkunade

**Vice Chancellor's Message**

The Distance Learning Centre is building on a solid tradition of over two decades of service in the provision of External Studies Programme and now Distance Learning Education in Nigeria and beyond. The Distance Learning mode to which we are committed is providing access to many deserving Nigerians in having access to higher education especially those who by the nature of their engagement do not have the luxury of full time education. Recently, it is contributing in no small measure to providing places for teeming Nigerian youths who for one reason or the other could not get admission into the conventional universities.

These course materials have been written by writers specially trained in ODL course delivery. The writers have made great efforts to provide up to date information, knowledge and skills in the different disciplines and ensure that the materials are user-friendly.

In addition to provision of course materials in print and e-format, a lot of Information Technology input has also gone into the deployment of course materials. Most of them can be downloaded from the DLC website and are available in audio format which you can also download into your mobile phones, IPod, MP3 among other devices to allow you listen to the audio study sessions. Some of the study session materials have been scripted and are being broadcast on the university's Diamond Radio FM 101.1, while others have been delivered and captured in audio-visual format in a classroom environment for use by our students. Detailed information on availability and access is available on the website. We will continue in our efforts to provide and review course materials for our courses.

However, for you to take advantage of these formats, you will need to improve on your I.T. skills and develop requisite distance learning Culture. It is well known that, for efficient and effective provision of Distance learning education, availability of appropriate and relevant course materials is a *sine qua non*. So also, is the availability of multiple plat form for the convenience of our students. It is in fulfilment of this, that series of course materials are being written to enable our students study at their own pace and convenience.

It is our hope that you will put these course materials to the best use.


Prof. Abel Idowu Olayinka

Vice-Chancellor

## Foreword

As part of its vision of providing   education for "Liberty and Development" for Nigerians and the International Community, the University of Ibadan, Distance Learning Centre has recently embarked on a vigorous repositioning agenda which aimed at embracing a holistic and all encompassing approach to the  delivery of its Open Distance Learning (ODL) programmes. Thus we are committed to global best practices in distance learning provision. Apart from providing an efficient administrative and academic support for our students, we are committed to providing educational resource materials for the use of our students. We are convinced that, without an up-to-date, learner-friendly and distance learning compliant course materials, there cannot be any basis to lay claim to being a provider of distance learning education. Indeed, availability of appropriate course materials in multiple formats is the hub of any distance learning provision worldwide.

In view of the above, we are vigorously pursuing as a matter of priority, the provision of credible, learner-friendly and interactive course materials for all our courses. We commissioned the authoring of, and review of course materials to teams of experts and their outputs were subjected to rigorous peer review to ensure standard. The approach not only emphasizes cognitive knowledge, but also skills and humane values which are at the core of education, even in an ICT age.

The development of the materials which is on-going also had input from experienced editors and illustrators who have ensured that they are accurate, current and learner-friendly. They are specially written with distance learners in mind. This is very important because, distance learning involves non-residential students who can often feel isolated from the community of learners.

It is important to note that, for a distance learner to excel there is the need to source and read relevant materials apart from this course material. Therefore, adequate supplementary reading materials as well as other information sources are suggested in the course materials.

Apart from the responsibility for you to read this course material with others, you are also advised to seek assistance from your course facilitators especially academic advisors during your study even before the interactive session which is by design for revision. Your academic advisors will assist you using convenient technology including Google Hang Out, You Tube, Talk Fusion, etc. but you have to take advantage of these. It is also going to be of immense advantage if you complete assignments as at when due so as to have necessary feedbacks as a guide.

The implication of the above is that, a distance learner has a responsibility to develop requisite distance learning culture which includes diligent and disciplined self-study, seeking available administrative and academic support and acquisition of basic information technology skills. This is why you are encouraged to develop your computer skills by availing yourself the opportunity of training that the Centre's provide and put these into use.

In conclusion, it is envisaged that the course materials would also be useful for the regular students of tertiary institutions in Nigeria who are faced with a dearth of high quality textbooks. We are therefore, delighted to present these titles to both our distance learning students and the university's regular students. We are confident that the materials will be an invaluable resource to all.

We would like to thank all our authors, reviewers and production staff for the high quality of work.


Best wishes.
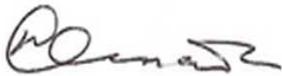

Professor Bayo Okunade

Director

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# Contents

# About this course manual

Social Policy and Administration ISOW304 has been produced by University of Ibadan Distance Learning Centre. All course manuals produced by University of Ibadan Distance Learning Centreare structured in the same way, as outlined below.

# How this course manual is structured

## The course overview

The course overview gives you a general introduction to the course. Information contained in the course overview will help you determine:

- If the course is suitable for you.
- What you will already need to know.
- What you can expect from the course.
- How much time you will need to invest to complete the course.

The overview also provides guidance on:

- Study skills.
- Where to get help.
- Course assignments and assessments.
- Margin icons.
- Study Sessions.

We strongly recommend that you read the overview *carefully* before starting your study.

## The course content

The course is broken down into Study Sessions. Each Study Session comprises:

- An introduction to the Study Session content.
- Study Sessionoutcomes.
- Core content of the Study Sessionwith a variety of learning activities.
- A Study Session summary.
- Assignments and/or assessments, as applicable.

- Bibliography

# Your comments

After completing Social Policy and Administration I we would appreciate it if you would take a few moments to give us your feedback on any aspect of this course. Your feedback might include comments on:

- Course content and structure.
- Course reading materials and resources.
- Course assignments.
- Course assessments.
- Course duration.
- Course support (assigned tutors, technical help, etc.)

Your constructive feedback will help us to improve and enhance this course.

# CourseOverview

## Welcome to Social Policy and Administration ISOW304

This course is designed to introduce you to social policy, planning and administration in social welfare and the general principles and methods in social policy and administration for social work practice. You will also examine the concept of social planning and policy in the course.

## Course outcomes

Upon completion of Social Policy and Administration ISOW304, you will be able to:

**Outcomes**

- know what social policy is and its importance in social work practice.
- know the importance of social planning in social work practice.
- take steps in planning for social work practice.
- undertake specific administrative actions in social welfare.

## Timeframe

**How long?**

This is a 15 week course. It requires a formal study time of 45 hours. The formal study times are scheduled around online discussions / chats with your course facilitator / academic advisor to facilitate your learning. Kindly see course calendar on your course website for scheduled dates. You will still require independent/personal study time particularly in studying your course materials.

# How to be successful in this course

As an open and distance learner your approach to learning will be different to that from your school days, where you had onsite education. You will now choose what you want to study, you will have professional and/or personal motivation for doing so and you will most likely be fitting your study activities around other professional or domestic responsibilities.

Essentially you will be taking control of your learning environment. As a consequence, you will need to consider performance issues related to time management, goal setting, stress management, etc. Perhaps you will also need to reacquaint yourself in areas such as essay planning, coping with exams and using the web as a learning resource.

We recommend that you take time now—before starting your self-study—to familiarize yourself with these issues. There are a number of excellent resources on the web. A few suggested links are:

- http://www.dlc.ui.edu.ng/resources/studyskill.pdf

  This is a resource of the UIDLC pilot course module. You will find sections on building study skills, time scheduling, basic concentration techniques, control of the study environment, note taking, how to read essays for analysis and memory skills ("remembering").

- http://www.ivywise.com/newsletter_march13_how_to_self_study.html

  This site provides how to master self-studying, with bias to emerging technologies.

- http://www.howtostudy.org/resources.php

  Another "How to study" web site with useful links to time management, efficient reading, questioning/listening/observing skills, getting the most out of doing ("hands-on" learning), memory building, tips for staying motivated, developing a learning plan.

The above links are our suggestions to start you on your way. At the time of writing these web links were active. If you want to look for more, go to www.google.com and type "self-study basics", "self-study tips", "self-study skills" or similar phrases.

# Need help?

**Help**

As earlier noted, this course manual complements and supplements SOW304at UI Mobile Class as an online course, which is domiciled at www.dlc.ui.edu.ng/mc.

You may contact any of the following units for information, learning resources and library services.

**Distance Learning Centre (DLC)**
University of Ibadan, Nigeria
Tel: (+234) 08077593551 – 55
(Student Support Officers)
Email: ssu@dlc.ui.edu.ng

**Head Office**
Morohundiya Complex, Ibadan-Ilorin Expressway, Idi-Ose, Ibadan.

**Information Centre**
20 Awolowo Road, Bodija, Ibadan.

**Lagos Office**
Speedwriting House, No. 16 Ajanaku Street, Off Salvation Bus Stop, Awuse Estate, Opebi, Ikeja, Lagos.

For technical issues (computer problems, web access, and etcetera), please visit: www.learnersupport.dlc.ui.edu.ng for live support; or send mail to webmaster@dlc.ui.edu.ng.

# Academic Support

**Help**

A course facilitator is commissioned for this course. You have also been assigned an academic advisor to provide learning support. The contacts of your course facilitator and academic advisor for this course are available at the course website: www.dlc.ui.edu.ng/mc

# Activities

**Activities**

This manual features "Activities," which may present material that is NOT extensively covered in the Study Sessions. When completing these activities, you will demonstrate your understanding of basic material (by answering questions) before you learn more advanced concepts. You will be provided with answers to every activity question. Therefore, your emphasis when working the activities should be on understanding your answers. It is more important that you understand why every answer is correct.

## Assessment

**Assessment**

There are three basic forms of assessment in this course: in-text questions (ITQs) and self assessment questions (SAQs), and tutor marked assessment (TMAs). This manual is essentially filled with ITQs and SAQs. Feedbacks to the ITQs are placed immediately after the questions, while the feedbacks to SAQs are at the back of manual. You will receive your TMAs as part of online class activities at the UI Mobile Class. Feedbacks to TMAs will be provided by your tutor in not more than 2 weeks expected duration.

Schedule dates for submitting assignments and engaging in course / class activities is available on the course website. Kindly visit your course website often for updates.

# Getting around this course manual

## Margin icons

While working through this course manual you will notice the frequent use of margin icons. These icons serve to "signpost" a particular piece of text, a new task or change in activity; they have been included to help you to find your way around this course manual.

A complete icon set is shown below. We suggest that you familiarize yourself with the icons and their meaning before starting your study.

| Activity | Assessment | Assignment | Case study |
|---|---|---|---|
| Discussion | Group Activity | Help | Outcomes |
| Note | Reflection | Reading | Study skills |
| Summary | Terminology | Time | Tip |

# Study Session 1

# Social Policy

## Introduction

In this Study Session, we will explore social policy. We will also highlight its effect on social services.

> **Learning Outcomes**
>
> When you have studied this Study Session, you should be able to:
>
> 1.1 *define* and *use* correctly the terms in bold:
> - **policy**
> - **rules**
> - **social policy**
>
> 1.2 *discuss* expectations of social services providers.
>
> 1.3 *outline* the history of social policy.

## 1.1 Meaning of Policy

**Policy**, in its simplest description can be referred to as a set of **rules**. Our lives and those of social work clients are governed by rules:rules about services available, rules about how to drive cars, rules about when to resume duty and when to quit duty, etc.**Social policy** may be defined as policy activities which influence welfare. Social policy is generically used to define the role of the state in relation to the welfare of its citizens.

There is a relationship between government and the economy i.e. the extent to which social policy should be seen as dependent upon, or even a derivative of, economic policy.

The implications for social policy are as follows:

1) that the main determinants of welfare are economic;
2) that the government's role in diverting resources into social policies must be seen to be closely played in the management of the economy;
3) that social policies will be determined by views about the way the economy does, or should operate.

Specific social policies need to be understood in terms of their relationships to economic policies. Social and economic conditions create the need for social policies. It is like a chicken-and-egg issue.

Social policy cannot be analysed alone without reference to other activities of the state. Policies are usually products of politics and other policies. The study of social policy hives off a specific area of social activity,

Policies tell us which actions among a multitude of actions we may and may not take. It guides our work and our decisions. Social policies tell us what resources are available to our clients and what we can do for them.

There are three peculiarities to the definition of social policy:

1) That the policies that are identified as "social" should not be interpreted as if they were conceived and implemented with only the welfare of the public in mind.
2) That other policies, not conventionally identified as social policies may make a comparable, or even greater contribution to welfare.
3) That public policy should be seen as a whole in which social policies are significantly interlinked with other policies.

To understand social policy, some questions such as the following need to be answered:

1) what is the system of social security?
2) What benefits does the health service provide?
3) What as the government doing about pension scheme?
4) What is the position of administration about employment situation?

The study of social policy is concerned with examining the extent to which the state meets people's needs and to which it contributes to social equality. Social policy is seen as concerned with the alleviation of social ills.

Social welfare policy includes the laws and regulations that govern which social programmes exist, what categories of clients are served, and who qualifies for a given programme. It also sets standards regarding the type of services to be provided and qualifications of the service provider.

Social welfare policy involves decisions of various levels of the government, especially the federal government as expressed in budgetary expenditures, appropriations, and approved programmes.

# 1.2 Expectations from Social Services Providers

The major expectation from social services providers is to improve social justice, fairness and equality towards well-being for the overwhelming majority of citizens. Generally, social policy has effects on:

### 1.2.1 Employment

Issues such as family members who can work are determined by policy. For instance, a minor (under-aged) may not be engaged in employment to avoid being entangled in Child Rights Act contravention.

### 1.2.2 Provision of Income

Social policy determines how income is provided or not provided to designated groups of people, and how much money is provided to a family without resources. What do you do if policies neglect clients who are slowly starving to death?

### 1.2.3 Health

Social policy determines the health programmes for the people, the citizens. What do you do for clients excluded by the systems?

### 1.2.4 Homeless People

Policies provide clients with temporary shelter, food, and longer-term housing. What do you, as a social worker do, if there are no such policies? And, families live on the streets?

### 1.2.5 Day Care

Most women work. Most women with children work. But social policy provides for a controlled hour of work for nursing mothers, adequate daycare for their children. What policy changes might help?

### 1.2.6 Child Support Maintenance

Policies dictate how much support divorced fathers provide their children. Minimum wages are also determined by policies.

## 1.3 Historical View of Social Policy

The political, social and economic upheavals which marked the second half of the 18th century brought with it, increasing scrutiny and criticism of existing institutions. The revolt of the American colonies shattered the old colonial system and heralded the downfall of mercantilist economics.

There was dissatisfaction about the way original Elizabethan Poor Law of 1601 was being administered. This was particularly directed at the treatment of the able-bodied unemployed poor, who the Act of 1601 had required to be "set on work". The critics argued that the Act ought to be more strictly interpreted with regard to this class, and increasing favour was shown to the idea of institutional relief for them.

These sets or classes were proposed to be maintained and employed in spinning, weaving or other simple manufacturing processes. The produce of their labour could be sold to offset cost of their relief. Also, the prospect of being set on regular work in a disciplined institution

would deter the idle and reckless from seeking relief thus further reducing the burden of the poor rate.This development in social history led to a more systematic, analytical approach to social planning to produce social policies that would be more functional in the contemporary problems within the society.

### 1.3.1New Development in Policy Formulation

The managers in charge of relief were being accused of embezzlement of ratepayers' money and of making lives more difficult and miserable. The workhouses were portrayed as abodes of corruption for the young and, of wretchedness for the sick and aged. Opinion was swinging round towards a policy of giving outdoor relief, particularly to those thrown out of work in periods of depression, or those whose earnings were inadequate for their support at a time of rising food prices.

There were criticisms and counter-criticisms which eventually led to informed social planning and social policies.Social policy, as emerged from social history and social planning, is therefore targeted at poverty reduction, well-being of individual and a progressive society. Economic insecurity, in a money economy, arises in considerable part, when earnings stoop because of unemployment, retirement in old age, death of the family breadwinner, or disability, either short-term or long-term. This calls for social insurance policy. This is a specialized policy.

Every social policy is expected to impart positive change on the society. Therefore, we must constantly adapt to changes brought by social policies. These are informed derivations from social history utilized by the social planners.

It is necessary to state that on every new social policy, every new truth which has ever been propounded had, for a time, caused mischief; it has produced discomfort and oftentimes unhappiness, sometimes disturbing social and religious arrangements; and, sometimes merely by the disruption of old and cherished associations of thoughts. If the truth is very new, the harm is serious.In other words, in planning, social policies emerge. The new policies come with some pains to some people but in the long run, they benefit the larger society.

## Study Session Summary

Summary

In this Study Session, we presented that social policy is particularly concerned with social services and welfare state. We defined policy as the structure that gives form to an undertaking. We noted that social history has a long standing relationship with social planning and social policy.

# Bibliography

Readings

Encyclopedia of Social Work, (2004) 19<sup>th</sup> Edition, Washington, DC: NASW pp. 2180-2185.

Kirst-Ashman, K.K. (2007). Introduction to Social Work & Social Welfare. 2<sup>nd</sup> Edition, Belmont, CA: Brooks/Cole.

Kirst-Ashman, K.K. and Hull, G.H. Jr. (2006) Understanding Generalist Practice, 4<sup>th</sup> Ed., Belmonth, CA: Thomson Brooks/Cole.

# Study Session 2

# Social Planning

## Introduction

Social planning is an effort to improve the quality and quantity of information used to inform decisions about social policies, programmes and services; and increase the use of rational techniques in the decision-making process itself. In this Study Session, we will discuss the purposes, importance, types and stages of social planning.

### Learning Outcomes

When you have studied this Study Session, you should be able to:

2.1 *define* and *use* correctly the term " planning".
2.2 *enumerate* purpose of planning.
2.3 *state* importance of social planning.
2.4 *list* types of planning.
2.5 *examine* the concept of planning.
2.6 *point out* stages of social planning.

## 2.1 What is Planning?

**Planning**, in the conceptual approach, embraces all disciplines such as philosophy, political science, sociology, history, psychology and economics. However, it is recognized by those who seek the means for rational action that there is included in the process of decision-making, an intangible element. This intangible element in the planning process cannot be entirely laid at the door of lack of scientific information. It consists of something fundamental which is located at the heart of the decisions itself, and involves a choice among values which have a political and moral nature.

In other words, the best of plan may not see the light of day if there is no political support for it. Also, a plan may not succeed for long if it lacks moral value. All these may be regarded as an intangible element, but are important.

In social planning, there are no mathematical formulas, equations or models which can provide a basis for decisions involving choices among unrelated values. Social planning, as opposed to general planning, derives its potency from the support and cooperation of the stakeholders. General planning may come as a result of decisions of responsible officials or deliberations of governing bodies.

Political decisions in social planning are very pertinent and provide plenty of examples for essential choices. For instance, political decision looks at the preferences of liberty to well-being, to security, to people and vice versa. The requirements for security and of well-being are themselves often contradictory. How far is it desirable to reduce the welfare of the present generation and work for future generations? This is a political issue which has a direct impact on social planning.

Social planning always meets both implicitly and explicitly with these problems of choices between values or objectives with different levels of realization.

# 2.2 Purpose of Social Planning

The final goal of planning is basically social. Economic activity, therefore, appears essentially as a means of achieving social ends. Moreover, planning must occur in a whole series of social sectors. Social planning should not be seen as an end in itself, but should be seen as a means towards social progress.

Planning activities strive for coherence, rationality and efficiency. Planning calls for forecasting, preparation, organisation and control.

**Social planning policy**The specific process that is followed in decision making and the decisions are related to a plan that is prepared, taken and reviewed in specific organizational structures especially an administrative system.

In **social planning**, it is essential that there be relatively strong administrative machinery for the plan. But this should function in such a way as to avoid bureaucratic distortions and to assure that the planners are saved from technocratic temptations. In order to do this, it is important to preserve the supremacy of political power in relation to fundamental decisions concerning a plan and to provide for decentralization of the plan and participation of all stakeholders through appropriate measures and through institution of adequate structures and procedures.

The value of social planning is in facilitating adaptation to change. Social planning stimulates and directs growth; it eases economic and social adjustments. Social planning is also a method of adjustment of evolution which in the process of growth makes possible the elimination of unnecessary and unfair hardship and injustice.

Social planning is the core of every developmental project. Through social planning, schools, houses, hospitals, markets and others are built to serve the people. This tells the importance of social planning in our day-to-day life in relation to social services and amenities.Before we examine the aspects, components and implications of the concept of social planning, it as necessary to make a distinction and choice in the interpretation of the words: "plan" or "planning".

In their very common and loose meaning, these terms indicate that a minimum of forecasting, organisation and order is inserted in the process of decision and action. In that sense, it may be said that everybody plans, at least when a considered decision or action is to be rational and efficient.

Management in business and administrative activities in human organisations always include a certain amount of planning in this broad interpretation of the term.

Social planning is the specific process that is followed in decision making and the decisions are related to a plan that is prepared, taken and reviewed in specific organizational structures especially an administrative system. Therefore, planning starts with the assessment of situation or problems and then what to do. Assessment sets the stage for the intervention.

Planning may be regarded as an attempt to answer questions before they arise in real life; and may also be said to be "making implementation decisions before implementation" (McMahon, Barton &Piot, 1980). Implementation decisions commonly deal with HOW implementation can best proceed.Social planning, like general planning, includes the specification of some evaluation criteria, rules, norms, etc., that will provide a basis for implementation decisions.

Planning is a method of trying to ensure that resources available now and in the future are used in the most efficient way to obtain explicit objectives. The concepts of planning are:

1) Where are we going? (objectives)
2) With what? (resources)
3) How? (efficient implementation); and
4) When? (future) (Green, 1994)

The definition also implies a degree of formalization (explicitness and method about process). Planning involves a system of making decisions about how an organization will use its resources in the future.

# 2.3 Importance of Social Planning

Social planning usually indicates what is to be expected, what is being done (taking place now) and, what has been done. What is happening and what will happen are based on what has been done.

Social planning projects into the future to give the people good and deserved life. Social planning targets social services and amenities for the people. These could be schools with the aim of improving the educational level of the people; hospitals for the health of the people; housing scheme for the people to be well sheltered and social welfare services to restore persons with some kinds of social dysfunction, such as marital dispute, truancy, and so on, back to the society.

The social planners must be convinced of the plans they are formulating and be committed to it. Social planning is a conglomerate of politics, history, philosophy, culture and economics. All these are prominent in social planning. It is important in specifying tasks and roles, personnel and resources in all good plans.

Therefore, the importance of social planning in our society cannot be overemphasized especially when planning for social work programmes.

**Figure 1.1**Steps in "rational"     What is the situation?

planning (Green, 1994)

Take action

Where do we wantto go?

Which alternative best?

Which possibleis alternatives are therefor action?
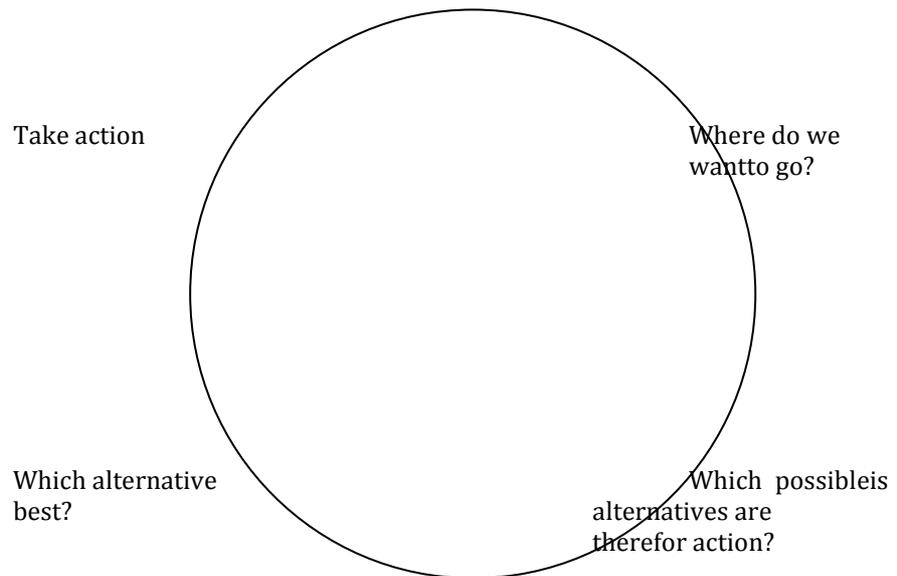
# 2.4 Types of Planning

The following are the types of planning in a holistic manner.

## 2.4.1 Planning in the Public and Private Sectors

Planning, in its technical sense – (in economic, social and other activities) may be practiced in private businesses and voluntary organisations, as well as by public authorities – national, state and local.

Planning in the public sector, and especially planning at the national level, is of course of paramount interest due to its methodological complexity and its political implications.

We should not lose sight of the particular aspects of planning which concerns non-governmental activities in social matters, and the existing or desirable relationships between plans of both sectors.

## 2.4.2 Degree of Institutionalization

The planning process and system may be strongly institutionalized, especially at the level of the central government. These signify that there exists planning organs and administration distinct from the other political and administrative institutions, but closely related to them. This type of planning may be called organic.

On the other hand, the planning process may be diffused through societies and various governing bodies, rather than being located in organs specifically created for the purpose. The national budget, which is a tool of economic and social redistribution, is also an instrument for elucidating the essential choices and priorities of national policy.

### 2.4.3 Different Organizational Aspects of Planning

Planning concerns the whole set of economic and social objectives as well as ways and means to achieve them. Each sector of activities subsequently is subject to more detailed programming. It is possible to find plans established for a certain number of sectors, especially in the social field (education, health, labour, etc). This is sectoral or vertical planning or programming. For example, we have National Health Policy with its own plan of action, we have social development policy with its own plan of action, and so on.

Also, plans in public affairs may be set up not only at the national level but also at state and local governments levels. This is decentralization of the planning process.

### 2.4.4 Degree of Compulsion of the National Plan

A plan established at the national level may be completely binding upon the citizens, business enterprises and other organizations, especially in the highly centralized national government.

It may, on the other hand, be simply informational or indicative, in which case its significance consists only in the fact that it provides relevant information to private enterprises in a market economy as well as groups and citizens, (where social work comes in) and thus indirectly encourages them to forecasting and coherence in action.It may be stimulating or incitative, particularly by granting legal or financial incentives (subsidies, loans) to enterprises and social welfare organizations if they adjust their activities and investments to the provisions of the national plan.

In practice, in many countries including Nigeria, the national plan or its equivalent is partly compulsory especially for public departments and corporations; partly stimulating especially for private enterprises and social welfare organizations; and, of course, informational for all individuals and bodies concerned.

### 2.4.5 Time Span of the Plan

The period of the plan varies according to the country concerned and the fields under consideration. We may distinguish roughly short-range plans (one or two years), middle-range plans (four or five years), and, finally, long-range plans (more than five years).

But whatever be the period of the plan, it must be conceived with the view of a more remote horizon. For example, in planning for five years, we need to consider anticipated trends and developments within the next ten to fifteen years.

## 2.5 Concept of Planning

At the national level, planning concerns itself with the optimum utilization of all available material and human resources so that over the

period of a plan, national wealth increases, there by achieving an adequate standard of living.

## 2.5.1 Economic Planning

To be effective, planning should be comprehensive and embrace all aspects of development such as economic, social and political as well as physical and technological. All these aspects are closely interrelated and have an impact on the attainment of balanced development and a good life for the individual family and society as a whole.

For the same reason, effective comprehensive planning should take into consideration the balanced development of the various national, state and local areas, and involve participation of the people at the local level with effective decentralization of the planning and implementation process, so that citizens may play a conscious and self-satisfying role in the process of planning for national development.

Such development will have to relate itself to international conditions and to cooperate in the task of evolving an interrelated world economy and society, if communities and nations are to live in peace and harmony for all the peoples of the world. This should, at least, be the rational goal to be aimed at through concerted efforts at balanced economic, social and cultural development of the human family as a whole.

In developing countries particularly, economic development is likely to be the precursor of social development, for it is hardly possible for the latter to be viable without minimum economic standards.

## 2.5.2 Social and Economic Planning

Among the relationships between the different aspects of development planning, the most important indeed is that of economic and social aspects. Generally speaking, one can say that the aims of planning are fundamentally social, whereas economic targets are only a means towards this end.

Of course, economic and social planning are closely interrelated. Not only may it be necessary, or judged as such, to attain certain economic targets before seeking to reach certain goals in social welfare, but certain specific social objectives, such as promotion of education, increasing and improvement of housing are also to be considered as economic means for the growth of production.

In other words, the problem of determining priorities arises when one considers the relationships between economic planning and social planning or more exactly the relations between economic and social aspects of a development plan.

## 2.5.3 Procedural and Structural Elements

Social planning conveys two aspects of development, which are not necessarily antithetic to each other. One aspect deals with social policy with regard to developmental planning as a whole, laying down social

norms and values for distribution and consumption of the wealth created by economic development.

The other aspect deals with sectoral (functional) planning of what are called social services, such as welfare, social security, etc. Both are legitimate spheres of social planning since the consequences of economic and technological developments can work for the good man or can prove deleterious to his physical, mental and moral health.

Even though social planning is closely interrelated with economic planning in the national development plan, it has considerable autonomy in its sectoral aspects, after fundamental objectives have been fixed.

# 2.6 Prerequisites of Social Planning

Planning in general, and social planning especially, is a rather recent field of activity, if we take the term as we propose to do, in a technical sense. Planning still lacks intellectual and informational tools, skilled practitioners, and finally participation of people, and this latter need must be satisfied not only for the sake of freedom and democracy, but also for greater efficiency.

## 2.6.1 Need for Social Research

Research in social planning is the collection of exact data, qualitative and quantitative (as in surveys), objective interpretation of them, construction of proposed models for action. Of course, this kind of research is also scientific in spirit and approach. However, its target is directly practical; this makes it rather different from fundamental research. These types of research are related to each other.

Since planning has to be based on identified needs, available resources, forecasts of demographic resources, forecasts of demographic growth and of economic, social and technological development, a vast amount of pertinent, accurate and systematized data is required for effective and efficient planning.

Practical research is essential, and pilot projects need to be conducted to test the value and usefulness of programmes on a manageable scale, before a vast network of similar projects is simultaneously undertaken all over a country. This prevents the risk of wastage of resources.

## 2.6.2 Need for Social Planners

There is a need for planners in general, especially for social planners. It is desirable to have a plan for producing planners and for training future practitioners.

## 2.6.3 Need for Participation

Since one of the essential goals of socio-economic development is a greater well-being of the individual and family in an harmonious society, certain fundamental values need to be emphasized as applicable to all developmental planning. A healthy balance has to be struck

between individual freedom and social planning so that the individual may attain the fullest enrichment of life while contributing his best to the common effort for social/progress.

### 2.6.4 Planning in a Democratic Framework

Planning in a democratic framework should therefore allow the widest possible participation of individuals, groups, organizations, local, state and national bodies as an essential part of the process.

The participation of individuals, groups and organizations in the elaboration and carrying out of a plan, directly or indirectly through deliberative or consultative bodies is not only a question of preserving freedom and democracy, or preventing usurpation of power by the planners, but it is also a question of efficiency, pertinent forecasting, and making of rational choices.

The participation of individuals and groups brings an amount of relevant information, which very often would be difficult and expensive to collect through other means and especially through systematic investigations.

Furthermore, their reactions to a plan may well be a most useful instrument.

# 2.7 Stages of Social Planning

The steps or stages of social planning may not particularly differ from the steps of other planning processes or any decision-making process but these steps are followed for efficient and effective social planning. Since planning is the process of conceptualizing and anticipating future action, therefore, when planning, the planner must elaborate what he/she wants to achieve in the future and how he/she will proceed.

The starting point may be an idea that occurred to him/her, or a particular situation which is felt to be unsatisfactory. Planning a social welfare service can take place at any level in the social welfare system.Planning usually includes the steps shown in Fig 2.1.

**Figure 2.1** Steps on
planning
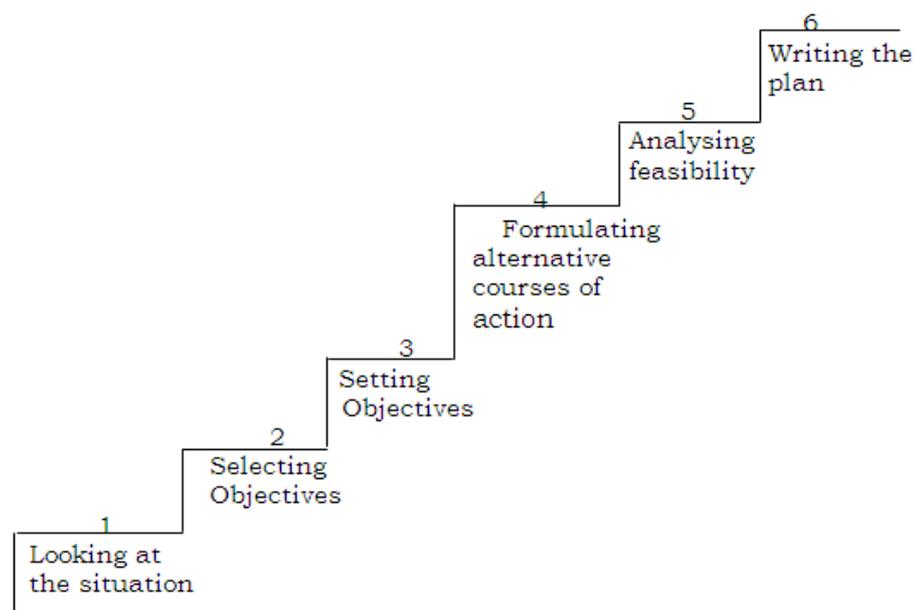


## 2.7.1 Looking at the Situation

The situation, that requires planning is critically looked into and
described. Information, using acceptable statistical tools, are gathered
and analysed. The true position of the situation is then inferred. We may
at this point claim to have made a diagnosis of the situation.

## 2.7.2 Selecting Problems

Several problems or diagnoses may emerge from the situation.
Therefore, several objectives are set and then, these objectives are
prioritized. A choice of these objectives is made for implementation.

## 2.7.3 Setting Objectives

This is a stage where arbitration between selected objectives is
made.Determination of an order of preference or priority with
consideration of the respective levels of the objectives in question
according to certain criteria more or less strictly defined. Also, there is
a search for coherence and compatibility among the targets, since
certain of them are closely interdependent. In other words, it appears
that fixing priorities is required by scarcity of resources and means
whereas compatibility is a logical and technical problem.

## 2.7.4 Formulating Alternative Courses of Action

This is a stage where determination of ways of action is made. Search
for the best route, consideration of steps to be taken, time-table,
conditions in which means and resources are put into operation.

## 2.7.5 Analysing Feasibility

Whatever action that is decided on is subjected to analytical
consideration or evaluation. This is what is known as process

evaluation. The purpose is to put right any area of deficiency noticed in the process of action.

It is to be noted that planning is in fact a continuous process and information collected in execution and review may, and even must, be used for adaptation of the present plan and the preparation of succeeding plans.

### 2.7.6 Writing the Plan

Every plan is arrived at, as it is written down for effective and efficient implementation; and for proper monitoring and documentation. It is also written for guidance and control of physical or final execution, especially coordination of tasks.

The public authorities contribute to the execution of the plan in different ways, in different situations. These may be through legal provision, financial measures, and of course direct action in the public field.

Although, this process may be very general, social planning offers certain specific aspects in contrast to economic or physical planning. Generally speaking, it may be said that it is less formalized in its methods and more subjective in the decision taking.

Collecting precise and especially quantitative information, except for certain fields, is often difficult. The approach is, however, becoming more and more scientific, e.g. in the industrial and economy affairs.

The social field may not tend itself to stating problems in a systematic way, constructing models, mathematizing the components of the decisions, elaborating accurate criteria of choice. Finally, the emotional content obviously plays an important role.

## Study Session Summary

Summary

In this Study Session, we discussed importance of social planning and the various types of planning we have. We also explored economic planning and development as the precursor of social development and finally, we analysed the steps in social planning as important for effective and efficient planning.

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# Study Session 3

# Social Work and Social Planning

## Introduction

In this Study Session, we will examine the relationship between social work and social planning. We will also discuss the role of social work to social planning.

### Learning Outcomes

When you have studied this Study Session, you should be able to:

3.1  *describe* the emergence of social work.
3.2  *highlight* the contribution of social work to social planning.
3.3  *discuss* the major obstacle to social work participation.
3.4  *define* policy analysis.
3.5  *enumerate* the five E-approach to policy analysis.

## 3.1 Emergence of Social Work

Social work emerges, as an enabling or helping activity which takes the form of service to individuals, families, groups, and communities. Frequent reference is made, in this connection, to professional social work methods such as casework, group work, and community organisation.

Social work (welfare) requires the involvement or participation of many categories of personnel, including professional social workers, non-professional workers in the social field, voluntary workers professional personnel from other fields, and interested citizens.

It is assumed that one of the objectives of social planning is that social provision shall be made available at the same time as economic development proceeds, in order to strengthen the positive effects and minimize the disruptive effects of social change, and to ensure that an awareness of the needs of human beings is given high priority.

## 3.2 Contributions of Social Work to Social Planning

Social work contributes the following to social planning:

a)  knowledge and understanding of people's needs, arising from social work experience and the close personal contacts involved;

b) information about the effects of social changes and how people adjust to them, arising from an understanding of human behaviour and the influence of environmental factors;

c) professional judgment based on an understanding of human motivation in relation to needs and environment and on a total view of the effects of apparently separate parts of a plan;

d) a knowledge of how to involve people in cooperative action and undertakings, which will enable them to achieve personal satisfaction, assume leaderships, and accept responsibility.

e) relevant proposals for the best solutions to social problems which frequently arise out of the whole range of economic and social changes (for example, the breakdown of family structures and social controls).

Therefore, social work could make its contribution to social planning through the following:

1) by active participation at all stages of social planning;
2) by provision of qualitative information based on practical experience in dealing with people;
3) by provision of relevant statistical data;
4) by helping to formulate objectives;
5) by social surveys;
6) by advising on the means for effective citizen participation.

# 3.3 Obstacles to Social Work Participations

One major obstacle is the establishment in some countries of specialist institutions for training social workers. There is a danger here that unless strong links are maintained with other disciplines, social workers can become somewhat introspective and separated from the trend of thought and research in cognate disciplines.

All categories of personnel involved in social welfare can usefully contribute at appropriate levels. The problem in many instances is to identify the most suitable agency or person to take part. In addition to the social welfare sector, social workers can serve in planning in various sectors in which there are social implications (education sector, economic planning, for example).

# 3.4 Policy Analysis

**Policy analysis** in social planning is a systematic evaluation of how effectively a policy addresses the targeted problem or issue, meets people's needs, and achieves its goals.

Policy analysis in social planning looks at how well a stated policy attains its goals, which should most likely benefit from the policy, whether the benefit type is appropriate; how efficiently the programme that implements the policy is financed, or how the policy compares with alternative policies. Policy analysis is conducted by specialized policy

analysts. Social workers undertake policy analysis to evaluate a policy's effectiveness with respect to clients.

Policy analysis is undertaken by all those in helping professions who are affected by a range of policies, and who, as voters, are responsible for providing input into policy making.

It is often very difficult to find out what a community's objectives are, or to what extent a community feels a need for an improved state of health or some other social or environmental improvement that would bring about a better quality of life.  In any community, most people set their local social development objectives. However, the social planners should not be allowed to do so alone. The community and the social planners must work together.

Some people will try to exert undue influence to further their own interests. The social planners should work to counterbalance this influence by encouraging the silent majority to contribute to objective - setting. It is said that a situation does not become a problem until it is seen to be a problem.  The social planners should be aware of many social problems in the communities they serve that the local people are not aware of.  Their social planning and policy analysis should be tailored towards helping the people become aware of these problems and to also help the people in finding solution to the problems.  Until the people are aware of them, the social planners will not be able to support them in their efforts to solve these problems.

## 3.4.1 Five-E Approach to Policy Analysis

The five-E-Model of basic policy analysis for social welfare policy is as follows:

**Effectiveness**

How effective is the policy? Effectiveness is the degree to which a stated objective is being achieved; it is something that management tries to improve.

**Efficiency**

How efficient is the policy?  Efficiency is concerned with the balanced use of resources.  It concerns whether a policy and its implementation through a programme is economical.

**Ethics**

Is the policy ethically sound?Ethics is respect for people's rights and dignity, confidentiality and self-determination. Is the policy honest and straightforward Ethics provides answer to questions such as:

**Evaluation**

What does evaluation of potential alternative policies reveal? Evaluation is judging the value of the results achieved by the social welfare team. Evaluation measures the extent to which the people get the services that were planned to meet their needs and how much they benefited from these services. The information thus obtained is used to

improve the services with regard to their quantity, quality, accessibility, cost, etc.The basic questions to answer in evaluation are:

- o Are the results those that were intended?
- o Are they of value?

## 3.4.2 Establishing Recommendations for Positive Changes

What recommendations can be established for positive changes?Due recognition must be given to recommendations that usually emerge from every policy.In conclusion, the five-E Approach to policy analysis must be critically followed to achieve results of good social planning.

# Study Session Summary

Summary

In this Study Session, we discussed that the first requirement for good relations between social welfare and social planning is to take into account all available organizations, including government services, non-governmental ones, and those under joint auspices.We noted that policy analysis in social planning is basically a systematic evaluation of how effective and efficient a social policy addresses the targeted problem or issue, or meets people's needs and achieves its goals.

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# Study Session4

# Residual and Institutional Perspective on Social Welfare Policy

## Introduction

In this Study Session, we will discuss residual and institutional perspectives in social welfare policy, and the important concepts of residual and institutional perspectives in social welfare policy.

### Learning Outcomes

When you have studied this Study Session, you should be able to:

*4.1* *discuss* residual and institutional perspectives in social welfare

## 4.1 Residual and Institutional Perspective

We have established how policies and programme implementation flow from society's values. Residual and institutional social welfare policy and programme development are related to conservative and liberal values respectively.

### 3.1.1 Residual Perspective

The residual perspective conceives of social welfare as focusing on problems and gaps with social welfare benefits and services supplied only when people fail to provide adequately for themselves and problems arise. There are some concepts that are important and peculiar to residual perspective.

Basic concepts in residual perspective are:

1) Social welfare policies and programmes should be REACTIVE, solving problems only after they occur.
2) Social welfare policies and programmes should respond to problems caused by individual personal failure.

### 4.1.2 Institutional Perspective

The institutional perspective views people's need as a normal part of life in contrast to residual perspective. It is society's on-going

responsibility to support its members and provide needed benefits and services. It is not people's fault that they require such services.

Basic concepts inherent in the institutional perspective are:Social welfare policies and programmes should provide on-going support to all in need.Social welfare policies and programmes serve to relieve existing tensions and help solve problems distressing people in their environment.

The residual perspective is of the view that problems should be attended to only when they occur. Furthermore, these problems will only be taken up if the affected individuals have failed to solve it themselves.

On the other hand, institutional perspective believes that social welfare policies and programmes should provide support to all people in need concurrently. That is, the support should be provided as an on-going process.

Social workers must understand these concepts as they affect social welfare policies. One major example of social welfare policies was the Social Security Act of 1935 in USA. This Act of 1935 shaped social welfare policy in three major sectors namely:

**Social Insurance**

Financial benefits were given to the poor.

**Public Assistance**

This was in form of housing subsidy, price control and so on.

**Health Services**

This was in form of health insurance. Good enough, Nigeria has recently introduced health insurance scheme to her people.

Therefore, social insurance catered for old age i.e. pension scheme; disability, death of breadwinner, unemployment, work related injury and sickness. Public assistance gave financial support to people who could not support themselves. This assistance was based on need. The beneficiaries were the elderly, dependent children in single-parent families, children and adults with disabilities i.e. blind.

Health services covered every health related issue at no cost to anyone but to the insurance company.Therefore, the end products of social planning are the formulation of functional social welfare policies.

# Study Session Summary

Summary

In this Study Session, we explained that social planning encompasses social welfare policies which benefit the people. We noted that there are different aspects of social welfare policies that are important to social workers and discussed that two perspectives to social welfare policiesinclude residual and institutional

perspectives.

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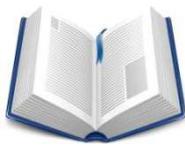
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# Study Session5

# Planning Function

## Introduction

In this Study Session, we will examine planning function, implementation to evaluation in planning function and the types of planning decisions.

### Learning Outcomes

When you have studied this Study Session, you should be able to:

5.1 *define* planning function
5.2 *highlight*and *explain*the limitations in social planning
5.3 *itemize* the six common causes of dissatisfaction in social planning

## 5.1 Concept of Planning Function

One way to define planning is an attempt to answer questions before they arise in real life; by anticipating as many implementation decisions as possible and by foreseeing as many implementation problems as possible and deriving principles and setting rules for their resolution.

In short, planning may be said to be "making implementation decisions *before* implementation. But it is more than that; many people view planning as making *evaluation* decisions before implementation.Implementations decisions commonly deal with HOW implementation can best proceed: evaluation decisions deal with WHY implementation should proceed as it does.

Planning, therefore, includes the specification of some evaluation criteria, rules, norms, etc. that will provide a basis for implementation decisions.

Having thus discussed the nature of planning in relation to implementation and evaluation, we now turn to the specific planning decisions to be made. There are three main types of planning decisions: they deal with:

1) Objectives
2) Activities and
3) Resources

### 5.1.1 Precise Nature of Planning Decisions in Respect of Objectives

The first planning decision concerns which problems deserve priority attention: this entails knowledge of what problems that exists, and judgement as to why they deserve priority attention. A problem may be a gap between what is and what could be, but problems may also be the specific obstacles to bridging that gap.

Furthermore, planning decisions involve identifying the persons in need, where they live and work, their social class and the type of help needed.

The planning decision that matters most is the extent of problem reduction that is aimed at, and the target time for achieving it. In short, the planning function means analysing the problems and deciding on the changes to be made.

### 5.1.2 Activities towards Achieving the Objectives

The first decision will be the identification, of which activities are needed, perhaps in broad categories of service, development and support activities. For each activity, the target individuals, group or population to whom the activity addresses itself will have to be identified. A decision is needed about the amounts of each type of activity required by the people in need.

A decision must be made about the right approach, given the circumstances. Further decisions concern timing, sequence, frequency and location of services, and assignment of tasks and responsibilities to individual members of the service team.In short, the planning function entails the detailed design of the activities of the team.

### 5.1.3 Planning Decisions Required in Respect of Resources

What are these decisions? In essence, they differ from the preceding ones by being much more quantitative.

As soon as the nature of the resources required namely staff, equipment and supplies, has been identified, decisions will be made about the amounts required of each type, this will enable costs to be estimated, and thus decisions to be made about an appropriate budget level.

Additionally, logistic considerations will help in deciding where resources should come from and be sent, when they are needed to implement the specified activities.In particular, some decision will be needed as to where money will come from, i.e. identifying financing arrangements in which a variety of sources of funds, from communities, external agencies, may contribute varying proportions of the budget.The planning function is, then, concerned with the specification and quantification of the resources.

# 5.2 Divisions of Limitations of Planning

There are two major divisions of limitations in social planning. These are the objective limitations and subjective limitations in social planning.

## 5.2.1 Objective Limitations

The objective limitations concern planning as a process oriented towards efficiency. The accuracy and relevance of a plan are affected by the quality of information available, and if this is vague, the forecasting will be uncertain. Planners and political bodies are faced by the seemingly insoluble problem of making national or consistent choices of priorities since ends values and objectives are often heterogeneous and even conflicting.

In choices of this kind, there is no logical basis for evaluation and comparison, so we attempt to fill the gap through individual or collective deliberations, more or less arbitrary decisions of the responsible leader. Also, a poll of the relevant assembly, sometimes direct experience in action through trial and error, and finally acceptance of the need to reconsider certain ends or values periodically.

## 5.2.2 Subjective Limitations

Whatever be the economic system and type of political regime it seems of course desirable, as we have seen, that planning should preserve the autonomy of citizens and that the planning machinery does not preclude individual participation.

In other words, it appears that planning has to be not only democratic in essence, but also largely decentralized in operation. Decentralization seems to be a good institutional means to combine the advantages of large organizations and those of small units for decision and action.Secondly, we find the problem of resistance to change. In all societies there is a more or less strong traditional antipathy to change, and planning may therefore lead to conflict. Whatever the merits of a particular plan, it is unlikely to succeed if there is political or community hostility to it.

Those who put great store on the values of planning need to understand that fundamental change has to the preceded by long-term interpretation and education so that there is real community acceptance and participation. There are two main ideas in planning while are: planning for efficiency and planning in freedom. These two ideas are not generally antithetic. Where a choice in planning has to be made, the answer should be: liberty. But it is hoped that such a crucial choice does not occur and that planning as conceived in this lecture, will develop a kind of human behaviour designed to help man master nature and find a better destiny.

Other limitations may come from the planners (social work planners) when they are not skilled and knowledgeable in the art of planning.

Also, when the community is not with the planners, the plans may fail. There may be lack of continuity of the programme by the community. Furthermore, limitation may be as a result of choice of objectives that are not feasible for implementation.

Therefore, planning has some limitations and the social work planners must recognize these limitations, and be adequately knowledgeable in the art and science of planning.

# 5.3 Dissatisfaction in Social Planning

The six common causes of dissatisfaction in social planning are hereby listed and discussed.

1) Inefficient administration
2) Incompetent supervision
3) Poor interpersonal relations
4) Personal qualities of the leader
5) Inadequate pay
6) Bad working conditions

## 5.3.1 Inefficient Administration

People like to work for an administration that is both efficient and just. Waste of time and resources is exasperating. In providing social services to the people, people do not like to be kept waiting even if they do not complain. To keep a person waiting is a sign of disrespect; it is the opposite of recognition. Administrators who fail to pay salaries on time, or send transport when it has been arranged, or to distribute supplies, cause serious dissatisfaction and discourage their staff.

## 5.3.2 Incompetent Supervision

People expect their supervisors to be technically competent. They must know the details of the work they are supervising. A good supervisor must be a source of human resource to the subordinates.

## 5.3.3 Poor Interpersonal Relations

People should be treated fairly. Supervisors who have favourites, or who are dishonest in reporting on the work of the staff, are disliked and the work suffers. People like to be consulted about their work. "He never asks my opinion", "she never consults me", "He never tells me anything" are complaints that indicate poor personal relations.

## 5.3.4 Personal Qualities of the Leader

People respond much better to example than to exhortation. "Do as I say, not as I do" is a poor method of leading. The leader has two forms of authority: that of his position and that of his person. If he does not have the personal authority that comes from integrity, fairness and a thorough understanding of his job, the authority of position will not impress those whom he leads.

### 5.3.5 Inadequate Pay

The absolute level of salary is not as important as its relative level. A salary is satisfactory when the worker gets what he expects, what others doing the same sort of work are getting, and what is generally regarded as being fair.

Many people estimate their own value by the salary they receive and estimate the value of their work by what they are paid for it. A poor salary has a negative effect. However, a good salary may only have a short-term positive effect. Increases in salary often result in better output and quality of work, but only for a short time.

Therefore, pay is an important factor in social planning and programme development.

### 5.3.6 Bad Working Conditions

Social services staff complains more about their poor working conditions. Social planners must accommodate this special condition in the overall interest of social services.

Generally, these common causes of dissatisfaction have marred several hitherto good social plans and programmes. It is important to take cognizance of these in every plan one may embark upon in social service provision to the people.

## Study Session Summary

Summary

In this Study Session, we defined planning function as a collective undertaking among the policy formulators, policy analysts and the communities.We also noted that planning has its own limitations. We discussed the two major divisions of limitations in social planning as objective and subjective limitations.

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# Study Session6

# Administration in Social Work

## Introduction

The study of the social services in Britain, usually referred to as social administration, started originally from its place in the study of social workers. It concentrated from those services which social workers needed to know in order to help clients and to understand their role. In this Study Session, we will examine administration in social services, reasons for resistance to change and types of administration.

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### Learning Outcomes

When you have studied this Study Session, you should be able to:

6.1 *define* administration in social services
6.2 *explain* types of administration
6.3 *discuss* the roles of culture in administration

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## 6.1 Definition of Administration

**Administration** is defined as the skill shown in managing people, money, materials and time in such a way to produce the desired goals. Administration can also be referred to as the act of governing. It is the nerve centre of all organizational activities. In generic term, administration refers to purposive activities directed at meeting group or collective ends. It's purposive because of its reasonability to meet collectively societal needs (Ojesina, 2000). Furthermore, administration plans, organizes, commands, coordinates and controls human and material resources as well as time.

In administration, basic rules must apply. These include:

1. Organisational structure must be in place where every member understands and performs his roles. There must be an overall leader who calls the shot.

2. There must be organizational goals and procedures for achieving the goals. The goals must be clearly defined.

# 6.2 Types of Administration

## 6.2.1 Private Administration

This may exist in profit or non-profit making organizations but with less bureaucratic procedures. The management is usually small and concise. It can take quick decisions on matters. No tax-payers' money is involved except those deliberately granted by government. The government has public policy control over them - making them to keep within the laws of land in operation. There are boards of directors and trustees who are held responsible for its activities.

## 6.2.2 Public Administration

This may be defined as a co-operative group effort in a public sector. Public administration covers three arms namely: legislature, executive, and judiciary.Public administration is the art and science of practical management of government affairs. It fulfills non-economic/socio-political goals.

Public administration formulates and implements public policies and is financed from public funds i.e. taxes. It is highly bureaucratic and is often characterized by slowness decision-taking.In public administration, resistance to change is common-on the part of workers and clients. However, there are ways of reducing such resistance. We need to identify reasons for such resistance to change; and then find solutions to such reasons where amenable to change.

Reasons for Resistance to Change          Ways to Reduce Resistance to Change

1) 1.Fear of the unknown     - Use consultation, casework process, counselling.
- Explain reasons for change.
2) 2.Loss of existing privilege     - Assuring that change will enhance or maintain existing status, or recompense for loss of privilege or status
3) 3.Loss of interpersonal work linkages.    -          Identifying efficiently working teams for assignment.
4) 4.Imposed by someone else.     - Look for consensus decisions.
- Encourage those likely to be affected to produce solutions.
5) 5.Too complicated.     - Use the principle of partialisation.
- Keep all new approaches/ processes simple.
- Make adequate time available.
6) 6.Threat to security.     - Examine every thought and every move.
- Make job requirements as consistent as possible with job expectations and aspirations.
7) 7.Threat to values and ideals.     - Regular training opportunities to diffuse new information and rationality.
8) 8.Greater likelihood of mistakes. -    Enable aspirations and expectations to be articulated.

9)   9. Increase in burdens.      - Informed and confident leadership.

# 6.3 Role of Culture in Administration

It is important to know that there is a group of very senior people at the top in every establishment and organization who fix policies and objectives, they allocate work to people in various divisions and departments i.e. Ministries of Women Affairs, Social Welfare and Community Development; Local Governments; Health, etc. These senior people make up the main pillars of the organisation.

Power and influence come mainly from a person's position in the hierarchy. Procedures, systems and committees are as important as job descriptions. People are not encouraged to go beyond what is laid down in the job description. This is called agency function in social work practice.

Organisations with a role culture may have benefits from being large. They prosper in a steady, unchanging environment. Change in such organizations, when it does come, is often in the form of re-organisation, perhaps with new leadership at the top. Change often focuses on new structures and systems as a way of improving effectiveness and efficiency.  These changes often fail to have desired effects because they leave the basic culture of the organization unchanged and so the old problems continue with the new committees, job titles, job descriptions and new procedures for communicating and reporting.

Changing a role culture is very difficult. It often contains many people who find satisfaction in the security it offers.  If it is to be changed, it requires coherent work at all levels and certainly requires support for, and understanding of the change at the highest levels.

## 6.3.1 Task Culture in Administration

The task culture has a net structure, i.e. bringing together people and harnessing resources around common tasks. Teams are important. People get power through their expertise, and power is more widely dispersed in the organisation. Senior management exerts control by allocation of people and resources to tasks and projects and by clarifying and getting agreement to desirable organizational objectives.

This is a very attractive culture for many people, particularly those in middle positions, but it is not always the most appropriate and best way of running an organization.  It tends to be unstable when there are not enough resources to go around.  In such cases the tendency is to revert to the role culture.

### Existential Culture in Administration

This is not really an organisation form at all.  It represents a collection of individuals pursuing their own work interests. Their own objectives are more important than the organisation's but the organization provides them with opportunities and facilities to pursue these objectives.  In return, they may make some contribution to the organization.  In some

countries, some top level professionals and technocrats as well as bureaucrats are a law unto themselves. Such people often bring a great commitment to their work and, perhaps, great skill and creativity. They do, however, tend to be highly individualistic and do not fit easily into an organisational setting.

They will not easily fall in with other people's ideas but can provide useful input to the development of ideas in the change process. Managing them is not easy both in the steady state and in a change situation. The successful engagement of such people with the organization can be very rewarding for everyone (Ebrahim&Ranken, 1988).

### Efficient Administration

As differentiation increases, efficient administration is required to achieve integration and performance. The greater the differentiation in an organization, the greater the need for administration. The weight of administration tends to grow unless deliberately checked by leadership. Unchecked administration inevitably leads to bureaucracy and the decline of creativity and wealth creation (Miller, 1996).

# Study Session Summary

Summary

In this Study Session, we explained that administration is the management of people, money, materials and time in such a way to meet set goals. Administration is also an act of governing. We noted that in administration, there must be organisational structures, goals and procedures. Someone must be the overall leader who has the largest powers of control.

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# Study Session 7

# Poverty and Deprivation

## Introduction

In this Study Session, we will examine poverty and deprivation, disadvantages of poverty and deprivation, and also solutions to poverty and deprivation.

### Learning Outcomes

When you have studied this Study Session, you should be able to:

7.1 *discuss* poverty and deprivation
7.2 *explain* solutions to the poverty and deprivation
7.3 *define* the concept deprivation

## 7.1 Concept of Poverty and Deprivation

The American ideology of success dominated until the Great Depression of the 1930s, and it was a convenient belief for the wealthy: it regarded wealth as a reward for Puritan virtues such as honesty, industry, sobriety, self-discipline, neatness, cleanliness and punctuality, and saw poverty as the converse. These beliefs are however still not dead today (Chambers, 1990). On the contrary in Britain, the idea that the poor are to blame for their poverty has been widespread. Most people in Britain and in some European countries were "poverty cynics", that is, they were defined as people who rarely or never see poverty around them.  When they mention it, they imply culpability - if poor people exist, it is because they are lazy or lack will-power and they or their children could well escape from this situation. As far as the cynics are concerned, there is no great need to reduce social inequality and the authorities are doing quite enough - if not too much (Chambers, 1990).

Such beliefs are common in many cultures.  In some cases, they have antecedents in the racial ideologies of colonialism, and in the colonial view of the native, it was improvident, lazy and fatalistic.

The old American myth of the opportunity of an open frontier and the new African myth of the opportunities of education prefer that those who have made it and have good urban jobs owe their success to diligence rather than influence, and the remaining rural poor are those who did not work and had enough. The greater the inequalities and cognitive distance between urban, educated elites and rural less

educated non-elites, the greater the prevalence of beliefs which hold the rural poor responsible for their poverty. Such beliefs rationalizes the elites as privileged/ non elites ces non-privileged and the have-nots not having, that it would be odd if it were not so.

# 7.2 Finding Solution to Poverty

Solutions to solving the challenge of poverty exist. A description of the condition of poor rural people might start with communities or with individuals. Starting with communities would have the advantage of distinguishing two types of situations: those where the poverty of whole communities is linked to their remoteness or inadequate resources or both; and those where there are marked differences of wealth and poverty within the same community.

Starting with individuals would have the advantage of pointing to the disadvantages of females in many societies, sometimes from the moment of birth. These two dimensions - of location and resource base and of gender - are significant, and qualify all that follows: some communities are much poorer than others, and more uniformly poor; and women are usually, but not always, poorer than men. It is, however, households that are the common and increasingly distinct economic entities for production, for earning, and for sharing consumption. It is useful to dissect evidence and not allow the term "poverty" to cover all aspects of disadvantage, but only those - lack of wealth or assets, and lack of flow of food and cash - to which it properly refers.

## 7.2.1 Five Clusters of Disadvantage

Chambers (1990) describes the five clusters of disadvantage as poverty, physical weakness, vulnerability, isolation, and powerlessness.

i. The household is poor. In this circumstance, the household is either locked into dependence on one patron, for whom most work is done or contrives a livelihood with a range of activities which reflect tenacious ingenuity in the face of narrow margins for survival.

ii. The household is physically weak. e.g. where there is a high ratio of dependants to able-bodied adults. The dependants may be young children, old people, the sick, or handicapped, adults who have been permanently weakened or disabled by accident or illness, or because of early deaths of other adults, or because active adults have dispersed or migrated to escape poverty or debts. This kind of household is seasonally pressed for time and energy.

iii. The household is isolated. The household is isolated from the outside world. Often, the household is illiterate and without a functional radio, its members are not well informed about events beyond the neighbourhood. Its children do not go to school, or go and drop out early. Its members either do not go to public meetings, or go and do not speak.

iv.  The household is vulnerable. The household has few buffers against contingencies. Small needs are met by drawing on slender reserves. Disasters and social demands have to be met by becoming poorer. This often means selling or mortgaging assets.

v.  The household is powerless. The household is an easy victim of predation by the powerful. The household position is weak in negotiating terms for anything. It is easily exploited by moneylenders, merchants, landlords, government and other officials and police.

We agree, this may appear exaggerated, but it is true. It is also agreed that some poor families are not as physically weak as described. Most cases of poverty, quite simply, goes unseen; and where perceived, is only seen in one or a few dimensions.

# 7.3 Deprivation

The clusters of disadvantage interlock. This is the vicious circle of poverty, the syndrome of poverty and the poverty trap.

**The Deprivation Trap:**
Adapted from Chambers, (1990)
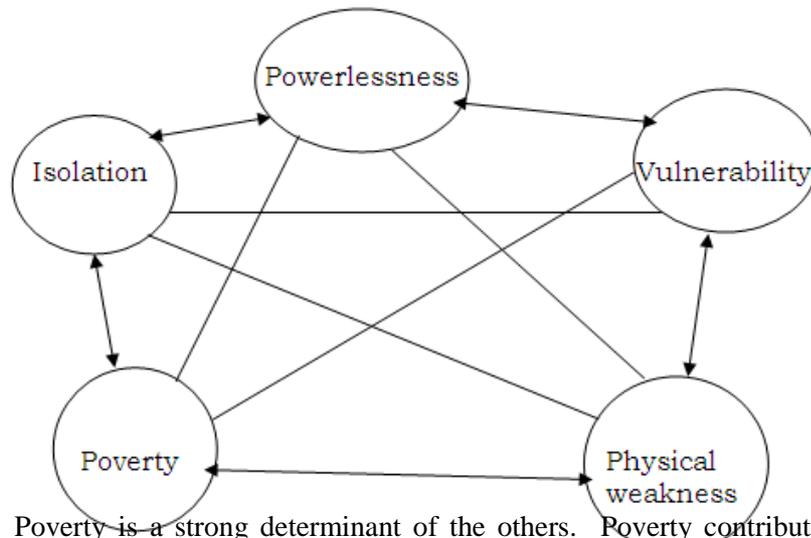


Poverty is a strong determinant of the others. Poverty contributes to physical weakness through lack of food, small infections, and inability to reach or pay the cost of health services. The physical weakness of a household contributes to poverty in several ways such as through the low productivity of weak labour; through inability to cultivate larger areas and through sickness.

Also, isolation sustains poverty. This could be lack of education, remoteness, being out of contact. Services do not reach those who are remote; illiterates cannot read information of economic value. Isolation goes with physical weakness, vulnerability is part of many of the links and powerlessness contributes to poverty through exploitation by the powerful. It limits or prevents access to resources.

Poverty is best viewed as a condition involving those severe deprivations and adverse occurrences that are closely associated with

inadequate economic resources. Thus the essence of poverty is seen to lie in the actual condition of life, not the low income that contributes to this condition. The deprivations and adverse occurrences that make up this condition of life are classified under five headings:

1. severe lack of physical comfort
2. severe lack of health
3. severe lack of safety and security
4. severe lack of welfare values
5. severe lack of deference values

# Study Session Summary

Summary

In this Study Session, we discussed that poverty and deprivation are almost too related to be separated. We also noted that deprivation definitely leads to lack, which is poverty. We agreed that in most cases, the poor are looked at by the rich as being lazy and unwise to make use of all available resources.

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# Study Session8

# Distribution of Resources

## Introduction

In this Study Session, we will discuss the principles of resources distribution and channels used for distribution of resources.

> ### Learning Outcomes
>
> When you have studied this Study Session, you should be able to:
>
> 8.1 *define* the term "distribution"
> 8.2 *examine* criteria used for distribution of resources
> 8.3 *enumerate* the channels of distribution of resources

## 8.1 Concept of Distribution

**Redistribution** over a lifespan is the form of distribution that intervenes least with the principles of economic market. Redistribution between individuals, according to Forder (1978), may take place between different income groups- (vertical redistribution) - or between income groups with the same income but different needs – (horizontal redistribution).

Redistribution over time involves investment either in capital resources or in education and training. The aim of equalizing provision in relation to need in different geographical areas has been termed "territorial justice". Territorial justice relates particularly to inherited capital investment, current resources of skilled personnel, and current financial resources for investment and consumption. Provision of a service by central government is likely to result in greater territorial justice. Most services, however, are provided by the state and local governments with a large measure of autonomy.

## 8.2 Criteria for Distribution

The primacy of property ownership and labour as the normal basis for distributing claims on resources is so generally accepted in our society that validity of other criteria is often not recognized.

There are three commonly accepted definitions of social justice in the distribution of resources:

1.   conservative,

2. liberal and,
3. socialist

In the conservative theory, social justice consists of not only a social hierarchy, but a hierarchy governed by a stable system of interconnected rights and duties. Those at the top are the holders not merely of privilege but of responsibility for the welfare of those below; and through the recognition that different strata in society have different functions to fulfil, the hierarchy is accepted without dissension or envy as long as the responsibilities imposed on each class are in properly exercised.

In the liberal theory, by contrast, there is also a hierarchy but this hierarchy is only legitimate if it has been arrived at from a position of initial equality.The liberal is not against inequality, but against privilege. He demands equality not of condition but of opportunity. He places value on individual attainment.

The socialist theory, finally, is strictly egalitarian theory. It may or may not require as a corollary that the state should play predominant part in economic affairs. This is really only a means to an end - the maximum of social equality in any and all its aspects (Forder, 1978).

However, in our present economic system, distribution of property is influenced as much by status, through inheritance, as by economic merit. Acceptance of differentials established by tradition forms the basis for the position of status while merit is recognised in promotion within a career structure.

# 8.3 Channels of Distribution

Apart from the various institutions of the economic market, there are several other channels that are traditionally used for the distribution of resources.

They include the family or household, the local community or neighbourhood, mutual-benefit associations and philanthropic organizations. The religious bodies are also important, displaying at different times the characteristics of each of the last three types of institutions. They serve the needs of their own members, they act as philanthropic organizations serving others in need, and they often act as a central forum for the concern of the local community.

The traditional channels for distribution, if uninfluenced by the state, in general, tend to reinforce the broad structural differences in the distribution of resources based on status and class rather than need. This can be seen most clearly in the economic market and the family for rather different reasons.

Where social services such as medical treatment, insurance and housing are purchased in the economic market, it is obvious that distribution will tend to be highly correlated with the distribution of monetary income and wealth. When they are provided by an employer as part of the system of remuneration, provision also tends to be more generous for

those who are more highly paid. For example, employers' pension schemes are generally proportionate to earnings. Many other types of provision in kind through employment also tend to follow a hierarchical pattern i.e. subsidizing of cars through mileage allowances, payment during sickness and entertainment allowances. Where housing is provided under the terms of employment, the quality tends to be related to the style of life considered appropriate to a particular rank.

The family or household is far more likely to be oriented to a distribution of resources based on need, though perhaps with a tendency to overestimate the needs of male earners and to underestimate the needs of mothers and housewives.Families; especially nuclear families, are small bodies whose limited membership and sources of income affect their ability to provide coverage for exceptional needs. Their access to resources is closely correlated with social class and employment. Poor people in fact generally have poor relations (Forder, 1978). Again, if the new pattern of distribution imposed by the state contravenes too blatantly the accepted pattern, there is likely to be evasion, and problems of enforcement will develop.

# Study Session Summary

Summary

In this Study Session, we discussed that there are different principles for distribution of resources.We noted that the primary method of distribution in our society is based on the ownership of property and employment with emphasis on merit and status. We highlighted other channels of distribution of resources to include economic market, the family or household, local community or neighbourhood and religious bodies.

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