

## CHAPTER II

### REVIEW OF LITERATURE AND BACKGROUND OF STUDY

The human being is the centre  
and yardstick of everything.

- Earnesto Imbassahy  
de Mello.

The present chapter is an attempt to give necessary background to the study.

Social intervention in the context of professional social work at micro, mezzo and macro level is highlighted. This is followed by reporting of various studies conducted so far, in this area. Initially, trends of social services in India, is briefly mentioned.

## 2.1 Social Services in India

India has a longer tradition of social services being an older society. The cultural heritage of India points out that service to others is deep-rooted. Charity to less fortunate was the basis around which social services operated. These traditions of social services were influenced by various social and economic factors. Social institutions like the joint family, and caste system and village panchayats provided mechanism which would meet the needs of the sick, the aged, the destitute and the handicapped members of the community. In this way, the disadvantaged individuals and groups were taken care of.

The pages of Indian history reveal that the responsibility of assisting the individual in need was shared by the community and the ruler. To cite an

example, during the period of King Ashoka, 'Gopas' were appointed to keep records of caste, gotra, occupation, births, deaths, marriages etc. Their duties were similar to that of a modern social worker. During famine and other natural calamities, the Kings and Chiefs provided free kitchen and shelter.

During the early British period, the social reform movement came to light. Renowned reformers fought for equality of rights for women, removal of untouchability and sati, child marriage and other such social evils. Various voluntary organisations like Arya Mahila Samaj, Anjuman-e-Himayat-e-Islam, Ramakrishna Mission, Theosophical Society of India, Servants of India Society and a large number of Christian Missionaries contributed considerably to the provision of welfare services for the needy and handicapped (D.Paul Chowdhary, 1966).

On the basis of comprehensive and scientific methods, social problems were tackled systematically. Social welfare services thus became more organised and structured. Gandhiji's contribution in this direction is very significant. His appearance on the Indian public scene in 1920 itself provided a bridge between social reformers and political rebels. He himself had a 'Synthetic approach' to the problems.

His "constructive programmes" were both a movement, for economic development, as well as for improving the tenor of social life. His contribution in the organisational field was to set up the appropriate national organisations with dedicated personnel to solve special problems, e.g. Harijan Seva Sangh (basic education movement). A special reference must be made about the principle of trusteeship and the experiment of Majoor Mahajan, which were introduced by Gandhiji. It was his contribution that reinforced social work in its own right in the midst of the political struggle.

## 2.2 State and Social Welfare

In the decades prior to independence the voluntary social welfare organisations took very large load of social welfare work. Soon after independence, the government of India attempted to establish a social and economic order. This was embodied in the Constitution of India, in 1950. It was based upon values of freedom and democracy in which justice, social, economic and political shall be the corner stones of all the institutions of the national life. This idea of a welfare state is defined more fully in Article 41 of the Constitution, which reads as follows:

"The State shall within the limits of its economic capacity and development, make effective provision for securing the right to work, to education, and public assistance, in case of unemployment, old age, sickness, disablement and other cases of undeserved want".

The establishment of the Central Social Welfare Board in 1953 brought social welfare services in India, in the political front. Country wide welfare programmes were implemented through the Five Year Plans. Under this system, Social Welfare Advisory Boards were set up in the states to implement social welfare programmes through voluntary agencies. The Department of Social Welfare was created on 14th June, 1964 by putting together different welfare programmes, which were administered by the different Ministries in the Government of India.

In the present set up, the responsibility for implementation of welfare schemes lies with both the centre and the states. The centre is responsible for formulating the national policy for social welfare services and coordinating, guiding, prompting the implementation of welfare services by the states.

Previously the attention circulated only around three important vulnerable groups i.e. women, children and the physically, mentally and socially handicapped. Gradually, the Government took over the responsibility of implementing the social services within that particular state. For the first time, a working group consisting of experts in social welfare were set up to prepare a blue print of the plan of social welfare. New ideological thinking replaced the old one. Scientific and precise definitions of the term 'Social Welfare' and 'Social Services' were evolved.

According to D.Paul Choudhary (1966), the term 'Social Welfare' has come to be used as :

" A set of Social Services intended to meet the special needs of individuals and groups, who because of social, economic, physical and mental handicaps, are unable to make use of services in the community or have traditionally been denied the use of these services "

According to this definition, welfare services are meant for the benefit of the welfare of dependent or under privileged sections of the society, like the children or the handicapped. The beneficiaries of these

services may be physically handicapped persons such as blind, deaf, crippled, etc., specially handicapped, like the orphans, widow, destitute, mentally handicapped i.e. those suffering from mental illness and subnormality, economically under privileged groups such as those living in slum areas, women handicapped by restrictive social traditions or customs etc.

Social Welfare Services also embrace those special amenities which do not form part of the normal services in the spheres of public health, education and mental relief. Examples of such services can be found in the programmes for the welfare of youth and children.

The functions in the different states are categorised into the branches as given: (i) Welfare of backward and scheduled classes, (ii) Social Welfare, (iii) Prohibition. Each has its own Directorate in the respective states. The five year plans formulated since independence reveal the increasing emphasis being laid on the development of social services.

### 2.3 Trends in Social Welfare Institutions

An effort has been made to find out whether any definite trends were discernible in the organization of different types of social work institutions. In the absence of more comprehensive and accurate data, a broad analysis has been made of the directories of social

welfare institutions in the metropolitan cities of Bombay, Calcutta and Madras. From the study, it has been found that child welfare has been one of the earliest fields of social work. Charity schools and orphanages can be traced as early as the 18th century. Charities and trusts mainly for individual communities and sects were organised at the end of the 19th century simultaneously with education societies, communal and regional reform associations. Number of charitable hospitals were also organised through private funds during this time. All these trends were continued in the first decade of the 20th century. The second and the third decades of the 20th century witnessed the growth of institutions for the welfare of women. After 1930, the institutional trend covered various items of Gandhiji's constructive programme, i.e. Harijan Welfare and Adult Education. Non-institutional community services also made their appearance for the first time, particularly in rural areas.

A report (of last 100 years) prepared by the Advisory Committee on after-care programme, appointed by the Central Social Welfare Board in 1954, revealed that social effort, as expressed in the organisation of institutional care for dependent groups or individuals, had continuously historical and regional perspectives.



The States of Bombay, Madras and West Bengal had registered the earlier progress in the organisational of institutional care. The Christian missionaries were among the first to start social work institutions in the country. In fact, till 1875 their's were the only institutions. After 1906, however, other sponsoring agencies entered the field and gradually took the lead. The largest number of institutions were those sponsored by individual philanthropists. Next in order were those sponsored by Christian missionaries and non-christian religious institutions and secular national and state level organisations. The number of institutions directly sponsored by the government was yet the lowest.

From after 1954, a rapid increase in the number and type of welfare services provided by the country was marked. The organisational trend being from general to specialised services with the increase in number of agencies coverage extended programmes became more complex and there was an increasing feeling that the various programmes should be coordinated. In response to this need, various coordinating bodies were set up in various fields of social work. The objectives of the Indian Council of Social Welfare include the co-

ordination of agencies working in the entire field of social work and social welfare. The Indian Council for Child Welfare on the other hand, has been organised with a view to effectively coordinate various child welfare organisations. The Indian Adult Education Association seeks to co-ordinate activities of adult and social educational field. The Central Social Welfare Board was set up to coordinate activities of various voluntary organisations and to assist in the development of new welfare services through non-official organisations.

These developments gradually led to the institution of special courses in all the areas of social welfare. The training of manpower to man these activities gained importance and consequently social work as a profession came to be recognized.

#### 2.4 Training for Social Work Profession

In India, the first attempt for training was made by the Social Service League, Bombay 1920's of this century. The League organized a short orientation course for voluntary workers with no intention of training them to take paid position. The major departure from the established tradition that identified social work with voluntary activity, was the establishment of the Sir Dorabji Tata Graduate School of Social Work. It was the

first professional training institution. Second was YMCA School of Social Work at Lucknow. At the end of 1940's this school was shifted to Delhi. On the eve of independence in 1947, there were three schools of Social Work. Since then, the number of schools has increased to 34. According to the report presented by Mr.T.K. Nair, at Workshop for field work training, Madurai, 1978, 26 schools offer Post-graduate education, 2 only under-graduate education and 6 offer both.

All these institutes follow a common pattern of social work education at post graduate level. The curricula are divided into 3 areas of knowledge: (i) knowledge drawn from Social Sciences including the knowledge of social research method, (ii) knowledge of social work methods including social case work, social group work, community organization, and social administration, (iii) knowledge relating to individual fields of social work such as family and child welfare, Medical and Psychiatric Social Work, Labour Welfare and Personnel Management, Community Development and correctional services (Encyclopaedia of Social Work in India, Vol.II). Besides class instructions, special emphasis is laid on field work programme and on the experience of collecting and analysing data in the field.

Let us now see how the various methods of social

work as applied in the various fields.

2.5 Social Intervention - Application of methods in the fields of social work.

The professional obligation of the social intervention is discharged through several methods often used in combinations. These have been categorised by Friedlander (1967) into six branches mentioned below:

- i. Social Case Work - for affecting better social relationship.
- ii. Social Group work - for helping people to participate in activities of a group for intellectual emotional and physical growth.
- iii. Community Organisation - for planning and developing social services in order to meet the health and welfare needs of the community.
- iv. Social Welfare Administration - for organising and directing a social agency.
- v. Social Work Research - to enquire into validity of structure and methods of social work.
- vi. Social Action - for solving through organised group efforts, general social problems and furthering social welfare objectives.

While the last three are supportive methods of social (work) intervention providing concepts and

logistics, the first three are direct methods of social (work) intervention. The above frame of reference outlines the preventive and curative aspects of social intervention.

The direct methods of social (work) intervention underline the responsible, conscious, disciplined use of self in a relationship with an individual or group. Therefore, through this relationship the practitioner facilitates interaction between the individual and his social environment with a continuing awareness of the reciprocal effects of one upon the other. It is, therefore, an effort to facilitate change: 1. within the individual in relation to his social environment, 2. of the social environment in its effect upon the individual, 3. of both the individual and the social environment of their interaction (Brieland, D., 1977).

These methods include systematic observation and assessment of the individual or group in a situation and the formulation of an appropriate plan of action.

The supportive methods of social (work) intervention are analytic methods. The practitioner is directed primarily to planning, organizing or directing improved or new social services or approaches to alleviating social problems, rather than to direct work with individuals or groups.

Social Workers function at three operational levels which are discussed by Mullen, E.S. (1972) and are as following:

- i. Macro-system - which refers to a large scale complex social system (societal level).
- ii. Mezzo-system - the inbetween of the social work intervention terminals - macro and micro i.e. agencies or institution.
- iii. Micro-system - where the units of attention involved are the 'individuals', the family and small group.

Combining the concepts of Friedlander and Mullen, the methodology for social intervention and operation can be presented, as shown below:

FIGURE II  
INTERVENTION

Intervention System	Set of Methods (in no order)	
	Main Use	Auxiliary/Marginal Use
Macro	1. Community organization 2. Social Welfare Administration 3. Social Action	1. Social Research 2. Social Case Work 3. Social Group Work
Mezzo	1. Social Welfare Administration	1. Community Organization 2. Social Case Work 3. Social Group Work 4. Social Research 5. Social Action
Micro	1. Social Case Work 2. Social Group Work	1. Community Organization 2. Social Research 3. Social Welfare Administration 4. Social Action

Macro System and Social Intervention - takes place in large organisations in which the targets are various interacting points between population aggregates and social situations in which they function. The intersecting points are those which are judged by some criteria to be problematic or potentially problematic. Practitioners in macrosystem intervention are required to respond to

problem-solving stimuli and to be sensitive to problem indicators which provide information for initiating planning policy and administrative action.

Macro system problems include poverty, social class discrimination, substandard housing, drug abuse and similarly conceptualized problems not lending themselves well to analysis within the concrete frameworks typically used to organize the human experiences the individual personality, a family, a neighbourhood, or a local community. That is, these problems break through or slip through conventional analytic problem-solving frameworks and seem to disappear into abstractions which are difficult to get hold of or identify. Generally, any particular natural system is not dealt as a whole, but rather with parts of system, or parts of several systems. Therefore, the construction of problem-solving system is often the chief task of the macro-system practitioner.

Hence, Macro system intervention mainly uses methods like community organisation, social administration and social action. To enhance effective working of these social intervention methods, it involves supportively the other methods namely Social Research, Social Case Work and Social Group Work.



Mezzo system and Social Intervention - refers to efforts to initiate, design, create, influence, manage and evaluate programmes and policies affecting people locally. Such intervention deals primarily with institutions and their subunits on behalf of individuals, families and groups. Because authority and resources, as well as forces, positive or negative or both, which influence human well-being, are increasingly located beyond local, state, regional and national levels. Mezzo system intervention seeks to influence these components in terms of local perspective. It also seeks to control or serve as the structure through which manpower resources, and facilities can be procured, organised and implemented locally into programme and policy.

Hence, mezzo system intervention involves direct services through Social Welfare Administration and supportive services through the other methods of social work intervention namely Community Organisation, Social Case, Social Group Work, Social Research and Social Action.

Micro System Intervention - as compared with mezzo and macro system, it means small system in social work. The units of attention involved are the individual, the family and small group each viewed systematically and transcationally.

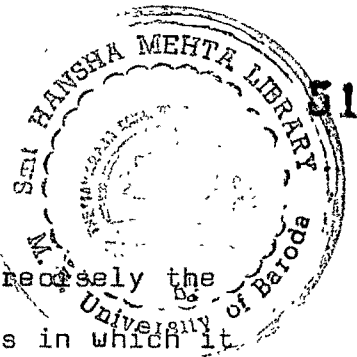
Wherever the delivery of services takes turn, the starting point in micro system intervention is a commitment service to individual. The attention to the individual, as himself in his family, his group and his community is the organizing principle.

Intervention in a micro system always takes place in a specific agency and community and is defined by policies built into planning and administration. Hence micro system intervention involves direct services through Social Case Work and Group Work and supportively through the other methods of social work.

All these systems of intervention emphasize the inter-disciplinary nature of these practice areas and the need to study social sciences, humanities and other sciences. It also requires that the social work practitioner in these systems be conversant with the methods and cultures of other groups, as well as with information and theory directly relevant to social work practice. The social workers employed in these systems of intervention - macro, mezzo and micro and the social intervention role of these workers, are sometimes specified and sometimes not.

## 2.6 Review of Related Studies

There is a need to study the social intervention



role of workers as it is today, to know precisely the form in which it exists and the conditions in which it operates. For this purpose, review of studies on similar themes is relevant.

The studies are either comparisons between the work performance of trained and untrained workers, or assessment of application of highly technical interventive methods in work situation.

#### Five Major Studies

The distinctive features of these studies in brief are mentioned below:

- i. R.W. Weinbach - The study aimed at to determining whether the inter personal model for social work practice, operationalized as a high professional identification with both social work and macro profession of one's area of work (e.g. Mental Health, Correction, Planning) is a model which has value both for the professional and for the organization. In order to prove this, he designed a measurement instrument. This instrument contained subscales for mental health identification and for social work identification. These were adapted from significant research studies in the area of social work, sociology and organizational theory. Social workers were identified

as inter-professionals if they scored high on both sub-scales of identification. They were compared with other mental health workers in the area of job satisfaction and job performance as well as in relation to a number of descriptive variables. The sample consisted of all social workers employed in mental health treatment facilities in Central Ohio State in U.S.A.

Findings: (a) The inter-professionals were observed to be more satisfied with their work than the social workers with no strong professional identification, or those with an identification with either social work or the macro, mental health profession, (b) Rating was higher for them in their job performance by supervisors but neither association was significant at the 0.05 level. (c) A large percentage of social workers were found to be strongly identified with the macro profession. (d) This indicated that research into the area of professional identification with groups like social workers, where employment is frequently of short duration, might more productively be focused on the individual's stance in relation to the macro profession rather than his identification with the specific employing organisation.

ii. Lukton, R.C. (1973) - Studied the crisis theory and crisis intervention in social work practice. The aim of

the study was to find out (a) to what extent the practitioners would express consequences with the theoretical propositions of crisis theory, (b) to what extent they would agree in defining a given case situation as a crisis and in non-crisis situation, (c) with what variables their case judgement would be associated.

It was found that there was high degree of internal inconsistency in individual responses to questions concerning the theoretical propositions of crisis theory. Theoretical knowledge could not be assessed. The following method was employed to get the above results. The respondents were presented with a series of six case vignettes and were asked whether or not a crisis situation was described therein. They were asked to select appropriate modes of intervention from a check list of each case. Case vignettes were designed to discriminate between three technical "Crisis" and the other "Non-technical crisis" cases which had been submitted to a prior test of reliability by expert judges. Responses were submitted to a sector analysis in an effort to develop a typology of crisis intervention.

Findings: (a) Low intercorrelation of variables and little variance between variables mitigated against

development of typology. (b) Respondents failed to identify two of the three non-crisis cases, and identified the third non-crisis case by a slim margin. (c) Five of the six cases were judged to represent crisis situation at a significantly high rate reflecting an absence of differential diagnosis choices of intervention for all six cases were highly dispersed. (d) Few meaningful correlations were found between case judgements and other variables.

iii. Sanyal, Amitana (TISS 1975) - This study was conducted by them for their master's degree and was on the functions of social workers. Sanyal compared the tasks performed by the trained and untrained professionals. She also studied the quantum/complexity of the data which involved in the tasks.

Findings: (a) Sanyal's findings showed that the total tasks reported were 83 in number. (b) The trained workers reported 4 more than the untrained. (c) The analysis of the data of quantum/complexity showed a bimodel trend where minimum tasks scored 'few-simple' followed by 'Some complex'. (d) The easy and very easy reasoning ability had largest number of tasks, when combined together followed by very difficult reasoning

ability. (e) 45% of the tasks required high training, 17% moderate and 38% no training.

iv. Dyer, P.M. (1977) - Studied the work role conception of social workers in a state department of public welfare (U.S.A.). He compared the work role conception of social workers with Bachelor's Degree in Social Work (BSW's) from a college of an University with agency trained workers (ATW's). The objective behind such a study was to contribute to the understanding of how professional workers in bureaucratic organisations adopt to both professional and organisational norms of work organisation.

Findings: (a) Public welfare social workers are strongly influenced in the construction of their work roles by bureaucratic, professional and client normative systems. (b) Where there is a conflict between these systems, the bureaucratic system is likely to be chosen over the other two. (c) The BSW's are more likely to be influenced by professional norms.

v. Ramchandra, P. (1969) - He studied the professional workers in India. In his study the analysis of professional social workers was made.

Findings: A clear cut trichotomy was revealed in

in terms of social work training required to satisfactorily perform those duties. They are as follows:

(a) Some of the functions, like the primary social work functions which are performed less than half by the professionals, could probably be performed by professionals only, as they have the requisite social work skills and techniques. (b) Some functions like the secondary functions of public relations and programme implementations could be performed by those who do not have full fledged professional training. (c) The tertiary functions of staff i.e. supervision, accounts, administrative correspondence etc. could probably be assigned to those with little or no formal social training. By and large, the current practice indicates that professionals in most agencies are under utilized.

The following inferences can be made from the studies mentioned so far:

- i. If the workers are inter professionals, they satisfy in terms of performance and satisfaction in their job (Weinback, 1972).
- ii. The workers are highly dispersed in the choice of intervention for cases of crisis situations (Lukton, 1973).



- iii. The public welfare social workers are more inclined towards bureaucratic system and trained social workers towards professional norms (Dyer, 1977).
- iv. The social work professionals are not utilized to their fullest capacity specially in the case of India (Ramachandran, 1969).

#### Related Studies

Following are the few studies dealing with the role of social workers, methods, techniques and values of social work.

Mourya (1970) studied the methods and techniques involved in social work practice in social welfare agencies in Lucknow. Convey (1976) analysed the roles and tasks of the social workers in the collaborative process in a comprehensive medically-oriented rehabilitation centre. Berg (1972) compared the roles and level or role stress of social workers in community mental health. Haffie and others (1973) studied the executive's (Family Service Agency) inter-personal and occupational values and job satisfaction. Noble (1973) studied the orientation of hospital social workers to policy level intervention.

#### Thirteen other studies about the workers

There are few other studies conducted in India and

abroad, more or less, on the same lines. A brief mention is made below:

Lefferts (1973) prepared a conceptual frame work for the analysis of services system. Conzona (1972) made an exploratory study to design a mathematical model for measuring change attained by individual clients under going social case work treatment. Goeke (1974) made an experimental analogue study of client and therapist variables in the initial interview. These three studies focussed on preparing models, experiment and conceptual frame work.

There are studies which focus on the client system. Reuben (1973) studied the impact of institutions on children other than delinquents under the Bombay Children Act. Bedi (1975) prepared a report on study of institutional services for socially handicapped children in the State of Rajasthan. Singh and others (1976) studied the women in after care homes in India. Sloan (1972) studied the junior clients evaluation of Jewish Family Services at Freda Mohr Centre for older people.

Studies and articles dealing with administration are also reported. Suri, P.P. (1968) has reported on management of personal in social welfare agencies.

Dubey (1973) has reviewed the administration of social welfare programmes in India. Jagannadham (1965) has reviewed social welfare organization in India. Gummer (1973) studied the effect of patterns of inter-organizational relations of the delivery of social services. Atkinson (1976) studied the definitions of goals and priorities of settlement agencies. Silverstone (1973) studied the organizational analysis of the contrasts in description of homes for the aged by administrations and indigenous residents.

This review suggests that there are very few studies on the actual social intervention role of workers in the agency as it exists today in Indian conditions and that too in Baroda. Therefore, this study is conducted in nine institutional care agencies of social defence, in Baroda, in order to fulfil the objectives, formulated in Chapter I.

The present chapter was an attempt to give the necessary background to the study and also relevant literature pertaining to it. The following chapter will be an attempt to present a profile of the institutions of social defence selected for the study, in terms of historical development, social legislations, description of nine institutional care agencies and profile of respondents selected for the study.