

ESSENTIALS *of* **PUBLIC** **ADMINISTRATION**

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CHAPTER XII

THE DEVELOPMENT OF SOCIAL WELFARE ADMINISTRATION

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INTRODUCTION

The roots of social welfare are in man's earliest concern for his fellow man and for his group, his community and the larger society. All the major religions identified as virtue; care for the widow, the orphan, the poor, the sick, and the disadvantaged, and charged the believers to practice that virtue. Programmes of care for persons needing succor were developed and conducted by religious individuals and religious groups over the centuries. Such efforts were followed and accompanied by the activities of persons motivated by humanitarian concerns, and by the gradual assumption of responsibility by government for the well being of all its members. The passing of the poor law of England in 1901, the antecedent of the United States public programmes of financial assistance, constituted a codification of existing laws in the area and, in this sense, marked a turning point in a government assumption of responsibility for one kind of human need or another (Smalley, 1966).

Social Welfare is not a new phenomenon in Nigeria even though most people are used to the concept social work and interpret it to cover all aspects of social services, social case-work, group work and community development. The early practitioners in the late forties and fifties who could be termed as pioneer professional social workers had their training through learning on the job and from people like the District Officers (D.Os.) and Missionaries who were not engaged in actual social work delivery services but who felt concerned about human beings and who during their spare periods engaged in voluntary duties that border on social work practice. It was not until late fifties and early sixties that social workers started to enjoy professional training at lower level at home and at the Diploma and Higher level abroad mostly through the United Kingdom Technical Assistance (U.K.T.A.) organised and supervised by the British Council on one hand, on the other hand the Cleveland International Programme (C.I.P) for social workers and youth leaders in the United State of America. It was at the arrival from the training of the beneficiaries of these various programmes at various Universities abroad that people started to understand social work as its nature in its modern perspective (Olowa, 1987).

In order to fully appreciate the import of this write-up it is better to be fully equipped with the necessary and basic tools of analysis. The writer does not assume any prior knowledge of the subject matter by the reader and as such does not take the key concept of analysis for granted. It is therefore, considered essential to explicate these concepts right from the on-set so that the reader will be in a position to better appreciate the issues highlighted and as rightly observed by Chafe (in Dije, 1976:52), "the primary requirement for debating anything is to understand first and foremost the actual thing being talked about". Consequently the following concepts are clarified;

- a. Social welfare,
- b. Administration, and
- c. Social welfare administration.

Other related concepts are also dealt with. The chapter also discussed the methodology of achieving the goals and objectives of social welfare. The chapter examined critically, the history and the present state of social welfare administration in Nigeria. There after is the conclusion.

CONCEPTUAL CLARIFICATION

The word social could be seen as of or having to do with human beings in their living together... of living together in society or community. One could see that "Social" is the descriptive nature of man and his environment, it is the centre of human, community, societal, personal, interpersonal relations and all those factors that have something to do with MAN, MAN TO MAN, AND MAN AND MAN.

From the above definition one can now conveniently go to explain what social welfare is as Olowa (1987:12) rightly puts it,

change and action oriented. It is a professional helping process to individuals groups, families, communities and societies to enable them mobilise their resources which will help them achieve maximum satisfaction and benefit from the series of social welfare services provided. Social welfare also helps to equilibrate any form of disequilibrium that may affect man whereby those who are up are helped to continue to be up and those who are down due to any social problem are helped to be up. If a situation is favourable, social welfare encourages such a situation but if the contrary is the case a change is created, that change is for better aimed at improving the conditions of that person and vesturing to him his worth and dignity in order to make a social being or him.

The practical aspects of social or welfare are:

- a. Social casework;
- b. Social group Work (Youth); and
- c. Community development.

These aspects are mere specialisations. Some of the social problems fall into categories under individuals, families, groups and communities. A worker workwith the individual and or families as a caseworker, one who works with the group is a group worker and one who chooses to work with the communities is a community worker. Each aspect aims at creating change and improving the living conditions of people.

ADMINISTRATION

Simply defined, administration is the organization and direction of persons in order to accomplish a specified end. Perhaps the simplest and shortest definition of administration is the one which says, "when two men cooperate to roll a stone that neither could move alone the rudiments of administration have appeared (Thompson, *et. al.* 1950),

Generally, administration refers to the organization and management of man and materials to achieve the goal of any collectivity of people. Administration must exist in any organisation set-up for a defined purpose or objective. Whether you think of the Church, the army, a social welfare agency, a University, an industrial or business concern or a purely social organisation, there has to be administration because each one consist of human beings brought together in a hierarchical set-up making use of tools, equipment, human and material resources, all in the quest to attain the objective for which the organisation is established. Thus, the Bishop in the Church, the field Marshal in the army, the vice-chancellor in the University, the managing director or chairman of an industrial or business enterprise, each has under him a hierarchy of subordinates, each with functions and responsibilities assigned for the accomplishment of the objective or purpose of the organization. This process requires planning, organization, command, coordination and control. All of these constitute administration (Adebayo, 1994; Murray, 1974).

SOCIAL WELFARE ADMINISTRATION

From the explanations of the concepts of social welfare and administration, we can thus conceptualize social welfare administration as the organization and management of social welfare institutions, correctional care centres, rehabilitation homes etc. It is the overall activities in planning, organising, managing and coordinating the affairs of people in their day-to-day living together and focusing on the achievement of their overall goals and objectives. It involves a series of bureaucratic processes of writing memoranda, staff welfare, positing, promotion, discipline, inter-agency activities, formulation of policies, in-house training, registration of voluntary organisations, court activities, fostering adoption etc. (Adebayo 1994, Olowa 1999).

GOALS AND OBJECTIVES OF SOCIAL WELFARE

Broadly speaking, the goal of social welfare is the promotion of well being of the people and enhancement of life for all. In other words the underlying purpose of all social work effort is to release human power in individuals for personal fulfillment and social goods, and to release social power for the creation of the kinds of society, social institutions, and social policy which make self realization most possible for all men. Two values which are primary in such a purpose are respect for the worth and dignity of every individual and concern that he has the opportunity to realize his potential as an individually fulfilled, socially contributive person (Smallery, 1966; Olowa 1987; Curtis, 1981). Specifically the objectives of social welfare according to Olowa [1987: 34] include the following;

To offer help professional advice to individuals, groups, families and communities who could not on their own exist or survive or live their lives fully without anyone offering such help,

To develop programmes of social intervention that will focus on eliminating socio-economic hardship and meet specific needs to any given time,

To help clients mobilize their resources,

To encourage human and personal growth and development at all stages in life from childhood to adolescence (Youth) to adulthood and old age,

To harmonize an individual with his/her total environment,

To create in people self-awareness and make them participate fully in matters that affect them and their lives,

To promote the spirit of voluntarism and group work for self, family, group and community progress, and development,

To provide preventive, curative, rehabilitative and facilitative services to the citizenry,

To help restore to the individual his worth and dignity,

To promote our culture and also international understanding among our youth and youths of other nations,

To pave way for the future of our young people through good citizenship and leadership training programmes, and

To make life HAPPY and more ABUNDANT for ALL.

METHODOLOGY

In order to achieve the overall goal and specific objectives of social welfare the following methods are adopted;-

- (A).
1. **COUNSELLING:** (Diagnostic and treatment approach) to face counseling with juvenile delinquents, adult offenders, families or/and young couples.
 2. **PLACEMENT:** (Preventive, Rehabilitative and Curative Approach):
 - (a) Seeking and placing children at foster Homes, Adoption Homes, children Homes and Day Care Centres.
 - (b) Placing juvenile and young people at Remand Homes approved schools and Borstal institutions.
 - (c) Youth club programmes and leisure time activities. Creative arts, exposure to the art and science of good leadership and citizenship, adventure, trips and camping.

3. **BEHAVIOUR MODIFICATION:** Group Therapy, Probation, Parole.
 4. **COMMUNITY PROGRAMMES:** Mobilization of community, resources human, and materials.
 5. **ADULT PROGRAMMES:** Community and civic duties, indoor and outdoor games, adult literacy classes and home services.
 6. **WOMEN'S PROGRAMMES:** Literacy classes, community and civic duties home making.
 7. **OLD PEOPLE'S PROGRAMMES:** Indoor activities, nursing care.
- (B) Social welfare workers in their approach to offer help for better apply and seek the following;
- A.
 - (i) FACILITATIVE,
 - (ii) CORRECTIVE,
 - (iii) REHABILITATIVE SERVICES, and
 - (iv) AMELIORATIVE
 - B. THE FOUR 'CS';
 - (i) CO-OPERATION,
 - (ii) CO-ORDINATION,
 - (iii) COLLABORATION, and
 - (iv) CONSULTATION

SOCIAL POLICY AND LEGISLATION IN NIGERIA

Social Policy

Like any other social science concept, a universally acceptable definition of social policy has become elusive. Indeed, as Marshall (1965) stated, social policy is not a technical term with an exact meaning. On the other hand as early as 1950, Titmuss called his official history of the social services during the war, problems of social policy and in his later writings he expands and elaborates on his views of social policy (Titmuss, 1974). Numerous other writers have given their views on social policy. For example, Lafitte [in Marsh 1979) argued that:

Social policy address itself to a whole range of needs, materials, cultural, emotional outside the wide realm of satisfactions, which can conveniently be left to the market. There is attraction too in Professor Myrdal description of social policy in its broadest sense simply as a convenient way of referring to the continuous growth in the volume of public, quasi-public and private interventions in social life, interventions which are no longer sporadic but more and more take the form of continuing activity, steered to influence and control a social process in a certain direction.

In more recent years many younger academics have pursued the study of social policy and administration in great details, and no doubt the debate will continue as to the nature of this field of study. But one fact would be agreed by all and that is that social policies cannot be static because they must respond to changing human and social needs and be influenced by the ideologies of political and other pressure groups in democratic societies.

From social welfare perspective, a social policy is a conceptual framework of philosophical ideas on the concerned for care and commitment to the welfare of the people by politicians, governments, organisations which can be translated into action through legislation. It is an idea conceived by a person or a group of persons about what should be done to promote their welfare and build solid social growth and economic development. Such social (Welfare) policies include Free education, National Health Insurance Scheme, Low cost Housing for Workers, Food Production, Mass Transit System, National Minimum Wage, etc (Olowa 1999, Akintola, 1998).

All along in our social, economic, political and cultural history, we have had with us major social problems and issues like ignorance, disease, squalor, child abuse and neglect, unemployment, child labour, poor health, high infant mortality rate beggars, mental ill-health, etc. But curiously enough none of all the social ills mentioned above has attracted the attention of an individual spirited person, a group of person or any social agitator or reformer as to initiate sound and workable policies backed up by legislations so that its implementation can be monitored by institutional agencies and their agents for the betterment of the down trodden common man. What one witness are those policies and legislations that world protect the interests of the rich and the elites. Although the type of agrarian and industrial revolutions that led to series of social and economic problems in Britain and America that in turn led to series of policy measures to solve them there were however other events that made that formulation of social welfare policies imperative in Nigeria.

The effects of the civil War (1967-70) in the country were sufficient enough to make policies and legislation on child care to deal with the war affected children who were either abandoned, neglected, lost and found or whose parents could not adequately cater for them. The Rehabilitation, Reconstruction and Reconciliation (the three Rs) Programme of General Gowon could have sufficiently formed a philosophical base to legislate on care for the old, young and children. Similarly, the recent outcry about "Bar Beach show of shame" where some youths were seen taking pornographic pictures and engaging in immoral acts capable of denting the image of the country could have been prevented if there had been a policy and legislation on obscene pictures, magazines, television programmes and other foreign influences that have greatly affected our youths as to show them the way to public indecency, immoral practices and cultural deprivation (The Punch 1986, Parton 1985, Adedoyin and Adegoke 1995).

In addition, the ECOWAS Accord that allowed free movement of citizens of the community with Nigeria playing the role of father Christ has was also a sufficient ground to legislate on able begging, exposing children to moral and physical danger, vagrancy, wondering and public nuisance. Nigeria has had lots of opportunities and openings to formulate policies and make laws (Legislations) that will lead to the achievement of social goal, which is the enhancement of life and promotion of the well being of the population (Akeredolu – Ale 1982, Ada and Mere 1975).

SOCIAL LEGISLATION

A proper understanding of the concept of social legislation will necessitate an explanation of the concept of legislation itself. The term "Legislation" derives from the Latin 'lex'. The lex once Roman Law emerged from its primitive stage, was a distinct kind of legal rule of overriding authority and mainly of general application, expressly enacted by the people, or on their behalf by some highly placed institutions (Monarch, Senate) singly or in combination.... The term legislation in its narrowest modern usage denotes the enactment of rules of law by specialised, state agencies endowed with high authority and fairly representatives of the general population. The term also means the rule that results from the process. In a wider sense, legislation includes in addition, rules of general application exacted by Executive by Subordinate Administrative, Regional and Local Authorities (Lasswell, 1965).

Following from the above therefore, the term social legislation refers to a legal procedure of enacting laws by politicians, governments or other authorities in a process of transforming social policies into laws that are made or enacted on social welfare issues aimed at improving the social living conditions of the people. Such laws are preventive, like the children young persons' law rehabilitative, like the probation of offenders law; facilitative, like the law on National Minimum Wage, Housing scheme, subsidised education cost, establishment of youth programmes and ameliorative, like laws on offenders, prisons and similar social welfare institutions (Olowa, 1999: 13).

Social legislation is the making of law and in Nigerian the following have been responsible for making laws. Under democratically elected government as obtained presently, there are the Federal level; Senate and House of Representatives and at the state level the state House of Assemblies while at the local level – the Local Government Councils. During the military regime, there was no legislation but Decree at the federal level and edicts at the state levels. The Local Government Authority may still make its own byelaws but backed up by the state Edicts. Social policies gradually transform into social legislations after a due process has been undertaken. Of recent, there is a national awareness, concern and feelings for the Nigerian child and youth. This awareness, feelings and concern are not unconnected with the delinquent acts of some Lagos pupils at the Bar Beach.

- Following the Bar Beach show of shame; it was felt that the nation needed a solution to the problem and the policy is that something should be done for the

children and youths. It was felt that social welfare programmes should be designed to care for and protect them. It was also felt that a National Child Welfare committee should be established to deal with social, psychological, emotional and cultural problems of our children and youths. The proposal, which is a policy, was forwarded to the nation's highest law making body to turn the policy into law. Social legislations normally spell out the problems areas, what should be done and penalties for defaulting. In some cases, agencies and their agents are empowered backed up by legislation to act in certain ways in exercising their authorities to see that such legislations are effective and achieve their goals aims and objectives.

Although social workers are concerned with the welfare of every citizen in society and fully support such policies and legislations that will promote their well being and make them their lives to the fullest, albeit, there are specific target groups which are of great concern to social worker because of the peculiarities of such target groups. They are:

1. Children
2. Youths
3. The old

The reasons why these target groups are of particular interest and concern to social workers are:

The child is too fragile and incapable of providing for himself and may die if no adequate care, attention and upbringing are provided. He is a raw human material who is totally dependent on others to survive. He is a parasite.

The Youth – The adolescent is a period of transition from childhood through to adulthood. He lives in an age of confusion, complexity, fear, unreality and uncertainty. He too is a parasite who needs to be guided to adulthood. Without proper guidance and necessary training he may rot and be a nauseating to the society.

The Old-This category is the weak one who needs support at the old age when their limbs can no longer carry them to achieve actions. They turn to be parasites too depending on others to survive. He is a parasite.

The Youth – The adolescent is a period of transition from childhood through to adulthood. He lives in an age of confusion, complexity, fear, unreality and uncertainty. He too is a parasite who needs to be guided to adulthood. Without proper guidance and necessary training he may rot and be a nauseating to the society.

The Old-This category is the weak one who needs support at the old age when their limbs can no longer carry them to achieve actions. They turn to be parasites too depending on others for their means of livelihood. Unless he receives some help, he may spend the last part of his years on earth in poverty, misery, loneliness and regret. Thus, in order to produce a Nigerian child who will be able to live his life to the fullest, any social policy and legislation on the child should aim at the following;

1. **Education:** Although the National Policy on Education (1981) and the Universal Basic Education (2003) made education free and compulsory for the Nigerian child irrespective of social, economic and political background, they have remained ineffective largely due to shortage of funds and the political will needed to implement the policy effectively. For the policies to achieve their aims and objectives, the much desired legal, financial, moral and political support should be given to agents of governments responsible for monitoring the programme in order to ensure its proper implementation and enforcement.
2. **Health:** There should be a law of the land that makes available adequate and functional health facilities and effective and efficient medical delivery services to the children.
3. **Care and Protection:** Any child born in this world has every right to live, grow and develop to maturity and old age. Social, biological, psychological, emotional and cultural development cannot take place in isolation except through the interference of some agents of socialization like the family, and society. It is possible for people generally to be ignorant about child welfare, its care and protection, it is also possible for some to have that awareness but incapacitated financially and socially to adequately perform such functions. There are some people who are socially capable and financially able to provide care and attention for their children but shirk their responsibilities defiantly and refuse to provide the necessary care. The laws on child welfare should make it mandatory for every family to be responsible for the upbringing of their offspring and provide adequate care and attention for such children. Where a family cannot meet such responsibilities due to one reason or the other, the law may seek other alternatives for such children. Such alternatives may include the relations of either parents, the close neighbours, and a temporary family substitute until the situation at the original home improves (Abang 1992, Adebisi 1997).

SOCIAL WELFARE ADMINISTRATION: PAST AND PRESENT

The early history of social welfare in Nigerian's old regions and in the states into which they were reconstituted in 1967 remains, to a large extent, obscure. In Calabar (Capital of South Eastern State under the later political structure) Government-run social welfare services started in the 1940s. These services were principally addressed to the same problem - the threatening wave of delinquency among boys and girls. So the South Eastern State government most probably inherited a service as old as that inherited by the Lagos state. Of the remaining ten states, the West has services dating back to the early 1950s, the East Central and North Central have establishment founded in the late 1950s, when the former regions became internally self-governing, the Mid-West has one dating back to the Mid-1950s while the other six states have social welfare establishment which could not have started earlier than 1967 (Adebo, 1974).

Consequently, the organisation of social welfare services at the time of the country's independence in 1960 was at a rudimentary stage. The only services worth mentioning concerned juvenile welfare and family welfare. The former consisted of the organisation of clubs for boys and girls and the apprehension (in collaboration with the police) custody and partial rehabilitation of difficult youngsters; the latter specialise in matrimonial reconciliation. It is therefore not surprising that, up to the present day, social welfare is almost exclusively associated with the discipline and training, through the approved schools for difficult children and the sorting out of difficult marriages. Two other important characteristics of the organisation of social welfare in Nigeria about the time of independence were its urban base and its concentration in the south of the country since independence. However, there have been significant changes in the range and geographical coverage of social welfare services in Nigeria, though the basic orientation to the purpose and administration of such services has altered very little if at all (Akeredolu-ale 1982).

THE PRESENT STATE OF SOCIAL WELFARE ADMINISTRATION

At present a prepared or published systematic and comprehensive account of the organisation and working of the social welfare sector does not exist. One can only pick up ideas of what the sector is doing in the various states of the federation from official annual reports (which are usually thin and for internal circulation only), occasional comment in the newspaper on matters relating to the sector, the speeches of Honourable commissioners, especially at the launching of newly completed "self help" community projects and sketchy brochures few of the Ministries concerned have ever bothered to issue. The materials from these sources are full of gaps and can often be confusing. However, if one supplements them with information obtained from officials and from their records, one can begin to have some idea of the structure, process and inevitably, problems of the sector as it is getting established (Mere 1975).

The machinery of social welfare administration varies considerably from one state to another. Even though social Welfare matters at a time are the responsibility of the social development division of the Ministry of Social Development Youth and Sports at the Federal level, the function is assigned to a sundry variety of Ministries at the state level. In addition, social welfare is organised under government and private auspices throughout the country and the perplexing arrangement comes out even more boldly. As a result of these variations in structure and function, co-ordination of social welfare services in the country is to say the least, difficult. It is not uncommon to find several officers from different ministries, each dealing in a isolated way with the same family or group thus leaving them confused by the fragmented approach to their social situation (Mere 1975, Akere-dolu Ale 1982, Akinola 1998).

Although every state organises some services in the areas of family. Welfare child welfare Juvenile Welfare, Probation and After-care and in the areas of self-help in community they are not adequate in meeting the aspirations of the people. For example, in term of quality, child Welfare and Juvenile Welfare services have been inadequate. However, impressive efforts have been made in the organisation of effective boy's and girl's clubs but even in this area, the programmes of the clubs have been largely limited to sports and games and to youths in the cities. (Abiola, 1995) Anyanwu 1992, Adebisi 1997, Akeredolu-Ale 1982).

CONCLUSION

The present millennium will undoubtedly pose serious challenges to the social welfare professionals because of the series of developments in the social, economic, political and cultural sectors that will take place. These developments on their own will bring along with them many of their concomitant social problems, which will challenge the operations, and functions of the professionals to be fully armed with new approaches to theory and practice in order to meet the social challenges that will account for many anticipated changes.

Social Welfare administration, as a profession is one of the professions that will be faced with great challenges of the present millennium. As such, it must find avenues to be more dynamic in the social work process and successfully offer its services to the individuals, families, groups, countries and the nation in general. Society is dynamic so also are the social problems within it. A dynamic problem requires a dynamic solution and in turn, for there to be a dynamic solution there is the need for improved intelligence, understanding and knowledge of all the various aspect of human endeavour.

Social problems are complicated disease and usually intractable. It requires people who are trained in the art, science, skill, method and technique in addition to accumulation of a body of theory-knowledge to effectively handle professionally the series of social problems facing the nation. Today, there is that awareness to train social welfare officers who will specialise in different branches within the profession. It is this foresight that has inspired the National Board for Technical Education, the Nigeria University Commission and the Association of Nigeria social Work Educators to give recognition to social work Education in Nigeria Which has led to the establishment of social Work Education programmes in our polytechnics and Universities all over the nation.

In conclusion it is pertinent to point out that social welfare deals with environmental factors, issues and problems and that is why any body of theory-knowledge should be sound and tailored around the major needs of the society in order for any programme and social welfare education to be meaningful. The programme needs human resources – trained, qualified, articulate and motivated professionals to impact the required

knowledge and materials – books visual aids etc. This is where the federal government leadership in social welfare administration becomes much more relevant.

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