

CHAPTER I

I N T R O D U C T I O N

If you dig very deeply into
any problem, you will get
"people".

- J. Watson Wilson.

"The noon-day sun glared down on the wounded man. He looked everywhere for help, but could find none. As he lay thus, the priest came that way; but he merely glanced towards the wounded man. Then the Levite¹ appeared. Curious to know what had happened, he stopped and looked at the sufferer. He was convicted of what he ought to do, but it was not an agreeable duty. He wished that he had not come that way, so that he need not have seen the wounded man. He persuaded himself that the case was no concern of his.

A certain Samaritan² on his journey, came where the sufferer was and when he saw him, he had compassion on him. He did not question whether the stranger was a Jew or a Gentile³. If a Jew, the Samaritan well knew that, were their condition reversed, the man would spit in his face and pass him by with contempt. But he did not hesitate on account of this. It was enough that there was before him a human being in need and suffering. He took off his own garment to cover him. The oil and wine provided for his own journey, he used it to heal and refresh the wounded man".
(White, E.G., 1941).

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1. Jewish Priest - Probably of the same city as the wounded man.
 2. A citizen of Samaria. The Jews and the Samaritans during the Biblical period were enemies of each other.
 3. Non Jews.

Social work had its birth in these types of volunteered acts of kindness. These events continue even today, but we have come a long way. Modernization, urbanization and industrialization, population explosion and scanty resources have disturbed human life to a great extent, which can be looked at as a disability of a special kind. The rising complexity of problems have created psycho-social stresses in almost all avenues of life. The magnitude of such cases have grown to a great extent and there are a few good Samaritans of the above kind who come to the rescue. The need for training manpower has become important, giving rise to professionalism. Thus, Social work has acquired a professional status. In doing so, it has replaced the idea of relieving the sufferings, with the approach of charity or philanthropy by organised and planned infra-structure of delivery of social welfare services.

The growing knowledge of the Behavioural and Social Sciences have brought out an insight into:

- i. The complexity of problems faced.
- ii. The need for developing a more systematic and scientific orientation.
- iii. The need to identify definite practice skills.

The above are required in addition to personal

qualities of sympathy, understanding and self sacrifice which are the main springs of social work, without which it becomes depersonalised and may be rejected.

Thus, this has warranted a special kind of training. Preparation for social work practice has been universally accepted. The need for formalised education has been realized, giving rise to the present 'professional' social work. Hence, today we find that out of a narrow outlook, it has emerged and shaped itself as a humanitarian profession, with knowledge as a base and code of ethics binding the practitioners, as a group.

1.1 Approach of Professional Social Work

Max Silverstein (1977) says:

"The focus of social work practice is neither in the inner psychology nor in the outer reality, but in the crucial life space where inner and outer confront each other".

i. Inner Psychology - means the concepts, ideas, upbringing, values, norms and principles that are born, or acquired by a human. It is the conscience as well as the subconsciousness of the mind.

ii. Outer Reality - is the stark of day today confrontations of life.

Therefore, according to Max Silverstein, we are

dealing with the confrontation of the above two. We now see that the inner psychology is getting more and more stress, due to the outer realities. Hence social work has become more complex, more scientific, and professional to meet the vast humanity, which finds itself unable to cope with the growing problems it faces today.

From the above, we see that social work must acquire clear cut contributing areas for practice. This is the crux of social work practice. We are neither appeasing the inner psychology, nor trying to change the outer reality, but to prepare the inner psychology to meet the outer reality wherever it is possible. If not possible, then to create an environment that softens the blow of reality to an acceptable form for the needy.

For example: A socially unfit person is removed from his immediate environment and put to an environment which suits his disability. Here he is accepted and his resources are built up, so that he is better prepared to face the life. This saves him from a lot of psychological trauma, and makes him an active social citizen.

Therefore, social work lies mid way between healing sciences and educational sciences, and offers both psychological as well as educational treatment.

Thus, there is a proliferation of social agencies and sophistication of practice. At this point, we cannot overlook the fact that social work, as an education and as a profession has gained identity, because of its connection to these institutions of social welfare and their functions performed in the society. It is also true that these institutions, in turn exist on account of i. the client system they serve, ii. the practitioners, or the workers working in them, and iii. the governing bodies.

1.2 Brief discussion on the studies conducted in the field of Social Work Practice

Continuous assessment and re-evaluation of what is happening in social work field and social work education is indisputable. However, the reliable information and rigorous data may not be easily available. But there are some studies which will help us to have an overall picture.

In recent years, the role of the practitioners in these institutions of social welfare, has been of prime concern. Consequently, quite a few studies dealing with the role have been produced. These studies are mentioned briefly over here and are discussed in greater details eventually.

P.Ramachandran (1969) studied the professional social workers in India. His findings were that the social work professionals were under-utilized. R.W. Weinback (1972) aimed at determining whether the interpersonal model for social work practice, operationalised as a high professional identification with both social work and the macro profession of one's area of work (e.g. Mental Health, Correctional Planning), is a model which has the value, both for the professional and for the organization. His findings were that, if the workers are inter-professionals, they rate high in terms of performance and satisfaction in their jobs. Lukton, R.C. (1973) studied the crisis theory and crisis intervention in social work practice. His findings were that the workers were highly dispersed in the choice of intervention for cases of crisis situations. 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 a bachelor's degree in social work (B.S.W's) from a college of University with agency trained workers (ATW's)¹. His findings were that the public welfare social workers were more inclined towards bureaucratic systems and the trained social workers towards professional norms.

1. ATW's - Agency trained workers: In service training programmes held for the workers already employed in the welfare agencies.

The above mentioned studies are either comparison between the work performance of trained and untrained workers, or assessment of application of highly technical interventive methods in work situation. Few studies so far have reflected on the actual role of workers (trained or untrained in social work education) in action or live working situation. There is an increasingly recognised need for conducting a study of this nature, in order to give the social welfare agencies/institutions a better defined task for its staff and in turn, help the workers to acquire clearly identified expertise, better self-image and better defined public functions, vis-a-vis, other professions.

1.3 The Present Study

During the initial period of University Grants Commission Research Fellowship, the investigator took up indepth study of Home for the Crippled Children, Baroda. As a result of one year's initial field work, the investigator developed an insight and teaching documents, concerning seven field work agencies in social defence and health, were brought out in a draft form.

Another realization grew, that the study should be confined to agencies which have the residential facilities to enable repeated observations of the performed tasks.

Emerging from the experiences so gained a clearer focus about the study of institutional care agencies was developed. The agencies selected were those which were administered under the Department of Social Defence for practical reasons, viz.

- i. These agencies have residential facilities. They house the clients for a specified and prolonged period of time. The workers in these agencies offer services to the client system for a prolonged duration and which can be a subject to concurrent observations for study purpose.
- ii. These agencies represent the oldest form of social services providing community (Government) care, to those who are in need of specific help. The social work as a practice began to take organized form from the birth of such institutions.
- iii. These agencies administratively, are under the control and direction of Department of Social Defence, Government of Gujarat.
- iv. These are the agencies with which the social work faculty in Baroda (Gujarat) began its field work placement for students from the beginning in 1950. Some of these came into existence after the inception of Faculty of Social Work.

The history of the Social Defence agencies reveal that, some of these agencies have been in existence, for almost a century. Over these years and more so, before the independence in 1947, there have been changes in the financial matters and staffing pattern. The objectives and nature of the services, it is reported, have more or less remained the same. Further, with the advancement of specialized education, and growing specialization in particular service field, the working approach of workers assumed to have been changed. This change has been over-shadowed by the clerical work or table work. The table work is emphasized because of the typical perception by the governing bodies.

Most of the superintendents of the social welfare agencies face a criticism that they are either not trained or they have become more bureaucratic in their approach, to their duties. The criticism is usually explained in terms of the nature of the governmental structure, which demands for upto date registers and records, dealing primarily with infrasturcture set up, rather than the client system, its' needs and services. Same is true about the other workers, like the assistant superintendents, occupational therapists, probation officers, vocational teachers, etc. The fact remains that, inspite

of the nature of the governmental structure and the lack of training, specifically in social work, the workers employed in these agencies are dealing with human client system day in and day out. This for proper serving of agency goals, demands much more than just keeping records or giving formal vocational training.

It would be apparent that not all the workers employed in the institutional care agencies of social defence in Baroda (under study), are trained social workers. Therefore, all the workers are not aware of social work methods. The approach to the problems of the client is very much evolved and governed by their own background, personality traits and intuitions. Since they are dealing with the human problems, their working naturally has elements of social work methods. Bearing this observation in mind, it is assumed that irrespective of their professional bias, there is social intervention in their job. This social intervention may not be visible for two reasons:

- i. It is not distinct by nature and integrated with the performance of job; and
- ii. It is over-shadowed.

Therefore, there is a need to discover the social intervention role of a worker, in the actual live situation.

Thus, bearing in mind these observations, the investigator has taken up the following topic for the study:

THE SOCIAL INTERVENTION ROLE OF WORKERS IN
SOCIAL AGENCY (STUDY OF INSTITUTIONAL CARE
AGENCIES UNDER SOCIAL DEFENCE IN BARODA CITY)

1.4 Significance and Relevance of the Study

The major strength of the study flows from the idea that irrespective of the professional bias, there is social intervention role, for every worker in a social welfare agency. This social intervention role requires innovative approach, as the worker is concerned with human problems in various forms. The study can, therefore, help us to discover known and unknown, techniques and skills, employed by workers that are practical for psycho-social approach. This might add to the native development of social work practice.

By studying the roles of the workers in Social Defence agencies, as they are actually found in a given operating condition, would lead to documenting the data that is relevant and meaningful in administering services. Further, it is expected that the study would attempt to clarify the job/functions that can be legitimately called

social intervention, by identifying the areas of intervention and the role of the workers under a given condition and situation.

To summarize, the study is an attempt:

- i. To identify the existence of social intervention role in the live working situation of the practitioners.
- ii. To bring out these identified intervention roles in the form of a study.

1.5 Objectives of the Study

This study deals with the role of the workers in social defence agencies. Therefore, the specific objectives would be:

1. Who are the workers i.e. their position, job title?
2. What are the agencies in which they are employed?
3. What are the role/usual functions of the workers?
4. What tasks/activities do they perform to carry out their role/usual functions and the time they devote for it?
5. What are the social intervention components in the tasks/activities performed by workers?

1.6 Procedures of the Study

The study is largely descriptive, documenting what happens in a given condition.

Study Sample: Following are the residential care institutions of Social Defence in Baroda, Gujarat, selected for the study.

1. Remand Home for Boys.
2. Remand Home for Girls.
3. Government Certified School for Boys.
4. After Care Hostel for Boys.
5. Receiving Centre for Beggars.
6. State Home for Women.
7. Home for Crippled Children.
8. Home for Mentally Deficient Children.
9. Government School for the Blind.

For the study of the roles, it was decided that the workers in the agencies under study, must satisfy the following given conditions, in order to qualify as the respondents for observation:

- i. Those who have special training for a given job.
- ii. Those for whom in the discharge of duties have direct contact with the client system for substantial part of time.
- iii. Those for whom by implication the nature of work demands that for performance, they make use of inter-personal relationship.

The workers included in the study are represented below:

TABLE I: Description of Respondents By Designation

Sr.No.	Respondents	No.
1.	Superintendents	9
2.	Deputy Superintendents/House Master/ Mother	4
3.	Probation Officers/Case Workers	4
4.	Occupational Therapists	2
5.	Vocational Teachers/ Educational Teachers	6

To define the roles/functions of the workers, they were classified into three categories according to their designation. These categorization are explained as follows:

- Administrators:
Superintendents of the agencies or the Officers-in-charge (N=9).
- Semi-administrators:
These workers include Assistant/Deputy Superintendents, house mother/masters, probation officers/case workers (N=8).
- Technicians:
These workers include educational/vocational teachers

and occupational therapists (N=8).

Administrators

The Superintendents or the Officers-in-Charge are the administrative heads of the social agencies. They have an overall charge and control of the agencies. They are involved in organizing and directing the staff as a team in order to work towards the agency's goals. As administrative heads, they are required to do a lot of desk work including maintenance of different records like, cash records, stock records and personal records etc.

Semi-administrators

The assistants to the Officers-in-Charge are next in the line of the agency hierarchy. They are involved in organizing and involving the inmates in various activities, solving their day today problems, looking after their daily needs like food, clothing, etc. and also conducting investigations of the inmates. They also maintain case files, registers regarding basic requirements (food, clothing items, beds, etc.), cash of inmates etc.

Technicians

The technical assistants are directly involved in the vocational/occupational/educational training of the

inmates. They maintain the records of the inmates about their vocational/occupational/educational achievements and also stock of their particular sections.

1.7 Definition of the Concepts used in the Title

Before defining the concept of social intervention role, it would be meaningful to define the term 'Role'.

i. Role:

The idea of role comes from sociology and is the pattern of action expected of a person in activities involving others. It includes rights, obligations, power and responsibility.

The term 'Role' by Neiman and Hughes (1951), Gross, Manson and McEachern (1957), has been used to denote prescription, description, evaluation and action. It has been referred to covert and overt processes, to the behaviour of the self and others, to the behaviour an individual initiates versus that which is directed to him. According to these social scientists, 'Role' is a direction for composition and use, a verbal portrait of what has to be done, further, to ascertain what should be done and the mode or style of movement. It is, according to them, disguised and undisguised processes which are influenced by peoples interaction with each other.

Biddle (1966), gives a universal common denominator to the term, namely, that the concept pertains to the behaviour of a particular person. Nadel (1957) identifies three foci for the study of role or role in a particular society, organization or group. They are observation and identification of:

- a. Set of contextually relevant personal and behavioural attributes possessed by persons who belong to the category denoted by a particular role name.
- b. The contextually relevant distribution of activities among person in this category, both activities actually performed as well as activities expected to be performed are to be included.
- c. The norms which form the basis of the evaluation by the members of a society of a role as "Satisfactorily" or "Unsatisfactorily" performed and by implication of personal and behavioural attributes as favourable or unfavourable and activities as relevant or irrelevant to the role.

According to Nadel 'Role' is governed by:

- i. Certain personal and behavioural characteristic qualities.
- ii. The role has certain expected and actually performed activities, and

iii. a set of norms governing the role.

Biddle (1966) has given the common language definition selected meaningfully from current technical usage:

Terms	Common-language meaning	Selected meaning in role theory
Role	<ol style="list-style-type: none"> 1. A part or character performed by an actor in a drama. 2. A part or function taken or assumed by any person or structure 	<ol style="list-style-type: none"> 1. A behavioural repertoire characteristic of a person or a position. 2. A set of standard description norms, or concepts held (by anyone) for the behaviour of a person or a position. 3. A position.

The social scientists have, therefore, defined 'Role' as a part played by a person according to the position given to him. This role is governed by certain characteristic qualities, certain expected and performed activities and a set of norms. The person in this role is not only governed by the above mentioned three points attributed to the role, but is also influenced by his own personal and behavioural characteristics, the machinery (human or otherwise) he is dealing with and his own knowledge and skills.

Now let us see the meaning of social intervention.

ii. Social Intervention:

Social intervention is relatively a new term. The term, 'Intervention' is used for 'help' and it is also a movement in terms of social work philosophy. The primary concern of social work philosophy and practice is, for people involved in the life situation where they have to balance between demands of the social environment and their coping efforts. This is the prime orientation to social work practice. The body of values and body of knowledge embedded in the practice equip the practitioner, in having the right attitude towards people and ways of understanding, respectively, while working with individuals, groups, social organizations, directly and through collaborative action. These characteristics determine the practitioner's social intervention role.

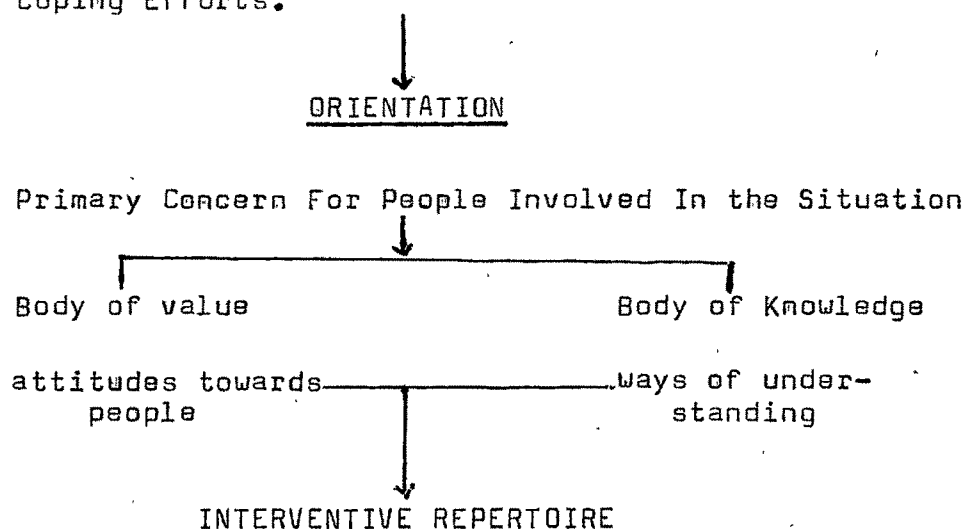
The Figure I produced by Harriet[†] Bartlett (1970) gives the common base of social work practice :

FIGURE - 1

The Common Base of Social Work Practice

Central Focus On Social Functioning

People coping with the situation - Balance between demands of the Social Environment and peoples Coping Efforts.



Working with Individuals, Groups, Social Organizations
Directly and through Collaborative action.

(Reproduced from Harriet Bartlett: "The Common Base of Social Work Practice, NASW, 1970).

iii. Social Intervention Role:

After having defined the terms 'role' and 'social intervention', now we come to the term 'social intervention role'.

1 Social intervention role, is therefore, characterised by the primary concern for people involved in the life situation. It attempts to strike a balance between the demands of the social environment and peoples coping efforts. In doing so, it has contributed considerable information regarding the personal and social problems, description of their genesis and efforts. It has, therefore, necessitated that the professionals use knowledge available beyond that which is provided by their immediate practice. This means that social work is eclectic in nature.

The primary concern of the practitioner is the client system he is working for. Therefore, social intervention role, is a role where the practitioner uses techniques to influence and affect change in "action" and "target" systems on behalf of "client system".

According to Allen Pincus and Anne Minahan (1970), action system may be: a. a new system put together by the worker with the expectation that members will be placed in direct interaction with each other, b. an existing system already in interaction, or c. several people who may not at any one time be engaged in direct interaction with each other but whom the worker will coordinate and/or attempt to influence on behalf of a client system.

The person, family, group, organization, or community at which the social worker directs his change efforts comprises the target system. The client system is the person, family, group, organization, or community which engages the services of a social worker as a change agent.

The Social worker may use direct means of influence to help the client system. According to Vinter (1967), direct means of influence are those interventions utilized by the workers to effect change through his immediate personal interaction with one or more persons, or members of an action system or target system. These immediate interactions may influence an individual directly, or create further interactional situations where members of a system will influence each other. Direct intervention skills are, therefore, interactional skills. Indirect intervention skills might be thought of as analytical skills because they represent planning and coordination done by a worker in determining the conditions for the operation of action system.

The social intervention role in this study is examined in the context described so far. The direct intervention skills (which are interactional skills) are studied in the tasks/activities of major functions

performed by respondents. These tasks/activities are expected/required to be performed in order to conduct these major functions. These interactional skills (as and when employed by the respondents) were studied.

Indirect intervention skills which are analytic skills, representing planning and coordination were studied in the tasks/activities of supportive functions of social intervention. The tasks/activities involved were studied in greater details to see the influence the respondents utilized to help the client system they are working for.

Social intervention is further discussed in Chapter II in terms of methods of social work and three operational levels.

iv. Social Defence:

Earlier social defence meant protection of the community by punishment of the offender. The development in the fields of psychology, sociology and criminology gave a deeper knowledge about human behaviour. The term, Social Defence, therefore, underwent a change in philosophy and it came to be realised that it was the individual that required protection. Prevention is better than cure, this term gained importance in the recent structure of the social defence. Therefore, the individual had to be

protected from various factors which made him vulnerable in the society. One type of institution alone was not sufficient to see to the various social problems faced in the society and so various type of institutions were evolved like correctional institutions, and institutions for physically, visually and mentally handicap and also institutions for destitutes. Further details will be discussed in the IIIrd Chapter.

v. Agencies:

The agencies of Social Defence are of two types, viz. residential and non-residential. Non-residential agencies are open structured, where the client is not required to stay in the agency. These agencies have more of preventive and/or developmental goals. Examples of such agencies are Juvenile Guidance Centre, Community Centres. Residential agencies are close structured, where the clients are housed for a certain period of time to cater to their immediate needs. Apart from the traditional goals of institutionalization viz. the provision of food, shelter and clothing, the goal to ensure ultimate well being of the beneficiary is also looked after by providing education, training and behaviour modification. The institutions of social defence, therefore, fall into three broad categories viz. i. Correctional, ii. Social and moral hygiene and iii. Physically, visually and mentally handicapped.

1.8 Tools for the study and various steps followed in Data Collection and Analysis

A. For the preparation of the tools, the work passed through the following phases:

1. Case Study of Home for the Crippled Children.
This study took six months for completion (November, 1976 to June, 1977).
2. Preparation of exercise for field work learning in terms of learning areas and the tasks that can be attempted by M.S.W. students. Following institutions were covered:
 - a. Home for the Crippled Children.
 - b. Government Certified School for Boys.
 - c. Department of Pediatrics - S.S.G. Hospital, Baroda.These exercises were prepared in six months time (June, 1977 to December, 1977).
3. The above two phases prepared the investigator to gain an insight into agency set-up. These also served as stepping stones for building up relations with the agency workers. As a result, the exercises on the lines mentioned in point 2 continued concurrently on the remaining agencies.
4. After gaining an insight into the study area, the interview schedule was prepared and pre-tested on

agency workers of similar type of agencies, in a different State. Observation was made during the pre-testing that apart from the interview schedule, observations of the agency workers in a live working situation for longer period of time, would yield meaningful data.

5. Observations of workers about morning to evening activities, spread over nine months period in nine service institutions were made.

To identify the social intervention role of the respondents in institutional care agencies of social defence in Baroda, the respondents were interviewed and observed in action. First of all a list of tasks/activities they performed in their daily duties in the agency was prepared. This form of gathering the data was adopted from the studies done by Andrew Billingsley (1964), P. Ramachandran (1977) and article by Allen Pincus (1970). These tasks/activities were further recast into a format with the help of the guidelines given by Tony Tripodi, et al (1977). The format consisted of all the tasks/activities grouped under:

- Major functions of social intervention.
- Supportive functions of social intervention.

Major functions of social intervention:

- i. Reception of clients.

- ii. Intake of clients.
- iii. Introduction and orientation of clients.
- iv. Clinical assessment of clients.
- v. Non-clinical assessment of clients.
- vi. Working agreement about client's goals.
- vii. a. Implementing interventive plan - Life style
in the agency.
b. Implementing interventive plan - Educational/
Vocational training.
- viii. Evaluation.
- ix. Termination.

Supportive functions of social intervention:

- x. Other services on behalf of clients.
- xi. Referral services for clients rehabilitation.
- xii. Agency routine work.
- xiii. Community contact.

As mentioned earlier, major functions of social intervention are interactional functions and supportive functions are analytical functions. Some of the tasks/activities that are listed out are analytical in nature, in the sense that they involve planning, coordination etc. These tasks/activities are taken under the major functions since they are part of them and are important for fulfilling them.

Social intervention components depict the approach of the respondents in performing the tasks/activities of major functions, where interaction with the client system is unavoidable. These components are identified by observing and interviewing the respondents while performing the tasks/activities. They have been presented in the fourth chapter of this study as a part of discussion on tasks/activities of major functions of social intervention.

Case records of each respondent was maintained based on the observations and then transformed into case charts to get quantitative observations. For further details, please refer to Appendix 2.

6. After delineating job functions and tasks/activities of these functions, activity time sheets for a period of four weeks was prepared. The respondents were observed and interviewed in order to note the time devoted in appropriate terms in the different functions.
7. Interview schedule was constructed to record the data about the workers concerned.
8. Schedules for detailed information of the agencies was prepared.
8. Data collection and data analysis was done concurrently. Specific period for data collection involved around nine months.

1. Simple frequency distribution tables are used for presenting the data.
2. The respondents are categorised into Administrators, Semi-administrators and technicians as mentioned earlier. The average time spent for the job functions by respondents of the three categories is presented.

1.9 Organization of the Study

The study is organized and reported in six chapters. The first chapter deals with the study problem, significance and relevance of the study, objectives, definition of the concepts, tools and procedures of data collection and data analysis. Objectives of the study are presented in the question form. These are answered gradually in the course of study as reported.

The second chapter gives the background of the study and review of literature. An attempt is made to trace down the social services through the ages to the formulation of the social welfare state. Leading on from here onwards to the functions of the Department of Social Welfare and social welfare institutions. Finally, Training for social work and social intervention is discussed in terms of professional social work. Various studies so far conducted in this area are also reported.

The profile of the institutional care agencies of Social Defence in Baroda (Gujarat) is presented in the third chapter. It includes a description and structure of the agencies, Clientele System, and the Profile of the Workers, e.g. job title, description, work experience, education etc. This profile answers the questions given in the objectives:

- i. Who are the workers i.e. their position, job title?
- ii. What are the agencies in which they are employed?

The fourth and fifth chapters discuss the social intervention role of the respondents in major functions and supportive functions of social intervention. These discussions are an attempt to answer the questions given in the objectives. These are: What are the role/usual functions of the workers? What Tasks/Activities do they perform to carry them out? and the time they devote for performing them? Social intervention components in the tasks/activities performed by the workers? The discussions are carried out first by an explanation, followed by Tables representing the job functions and tasks/activities. This is followed by discussions in greater details to identify social intervention components. The fourth chapter deals with discussion on major functions while the fifth chapter deals with supportive functions and general discussions on both the sections.

The sixth or the last chapter provides a discussion leading to conclusions and suggestions. This chapter begins with a summary of findings, interpretation of the major findings, implications of the study in terms of practice of social intervention, and further research. The highlight of the study is given in the form of plan of action for inservice training for workers on job in such a setting.