UNIT 2 FUNCTIONS, PRINCIPLES AND SCOPE OF SOCIAL WELFARE ADMINISTRATION

2.0 OBJECTIVES

In the previous unit you learned about what social welfare administration is, and in this unit you will learn about the functions, principles and scope of social welfare administration. This unit will also give you a better understanding of the contents of social welfare administration. You will fully comprehend the functions that are carried out by the social welfare administrator. This unit will also explain the principles that are needed to be followed and the different views with regard to the scope of social welfare administration.

2.1 INTRODUCTION

In every occupation, institution and organization, skills and competence are applied to meet the objectives set, and to obtain the results expected. In all areas of health, medicine, education, law and manufacturing, administration and management is very important in order to carry out services in the expected manner. Be it school, college, hospital or offices there is need for people to follow rules, regulations and administrative practices for the effective running of the institution or organization. So also, every social welfare agency establishes a mechanism to work successfully, and to achieve its objectives to work for the downtrodden and the deprived sections of our society. This mechanism is called social welfare administration.

2.2 FUNCTIONS OF SOCIAL WELFARE ADMINISTRATION

The main function of social welfare administration is to organize the energy of like-minded persons to accomplish the objectives they have set in order to improve the society.

The functions of social welfare administration to achieve the objectives set up by the agency would include:
a) To formulate the appropriate objectives and programmes of the agency, it is very important to get the required information and to understand the total situation. The agency generally focuses on a particular problem in a particular geographical area.

b) To analyze the collected information so as to plan appropriate measures to solve social problems. Social welfare agency’s work is to address social problems of the society in that given area.

c) To recognize, screen and opt for an appropriate plan of action to tackle problems and handle the initiatives of the social welfare agency.

d) Formulating policies, programmes and plans for effectively carrying out the objectives of the social welfare agency in a planned manner.

e) To identify appropriate personnel for the social welfare agency with proper orientation and supervision so that they understand the objectives and how to implement the programmes in order to achieve the goals of the agency.

f) To inspire volunteers who can involve themselves in the aims, objectives and goals of the social welfare agency.

g) The administration has to delegate work to various departments under supervisors who will be accountable for the assigned work, in the various departments which has to be coordinated so that maximum results are obtained.

h) Rules, regulations, practices and procedures have to be set up so that there is uniformity and accountability among all staff in the agency so that the objectives of the agency are easily accomplished.

i) The agency must keep proper records and reports. These records and reports must be analyzed and interpreted to find out the progress of the agency’s work.

j) The financial practices must be very economically and strictly laid down so that there can be no misappropriations. The finances must be accurately utilized and accounted for finance is the backbone of any organization. So finances must be properly managed.

k) Every agency has to lay down certain standards of work and work towards meeting those standards at all times. The personnel from highest level to the lowest level must understand and maintain the standards and work for it with great care.

l) One of the main threads that binds the whole agency together is communication. The communication must be clear and smooth from all sectors of the agency be it horizontal from department to department, or vertical from top to bottom or bottom to top. The agency must also have an open communication channel with the community people.

m) Social welfare administration must also see to it that the agency has suitable coordination within the various departments of the agency and at various levels in the agency. The agency when it works as a whole, it becomes most effective to meet its objectives. The social welfare agency must also have proper coordination with other agencies working in the same field. There must be networking with agencies with similar themes, in same geographical areas.
Social Welfare Administration

n) Social welfare administration has an important role in monitoring and evaluation of the agency’s programmes and in assessing overall work.

### 2.3 PRINCIPLES OF SOCIAL WELFARE ADMINISTRATION

Principles are guiding assertions or statements that come from experience or research and help us understand the concept. Principles of social welfare administrations are generalizations based on past experiences of different organizations that help in conducting social welfare administration in a particular manner. The principles of social welfare administration as given by Tracker are enlisted below:

**The Principle of social work values:** Social work profession rests on values like equality, social justice, and empowerment. These values also form the base upon which service delivery system of social work administration is based.

**The Principle of community and client needs:** The interventions carried out by the social welfare/development agencies are based on the felt needs of the community people or the target group. This is important for the acceptability of the programme.

**The Principle of agency purpose:** The agency should have clearly defined, formulated goals and purposes and should work in that direction only.

**The Principle of cultural setting:** The administrator needs to understand the socio-cultural setting of the community as it greatly influences the service acceptance and in fact success or failure of the services.

**The Principle of purposeful relationship:** Effective purposeful working relationship must be established between the administrator with all the stakeholders - the staff, other agencies, and the community people.

**The Principle of agency totality:** Based on ecological approach, an agency and its functioning should be understood in its totality, which is crucial for development administration.

**The Principle of professional responsibility:** High professional standards of practice and accountability and responsibility should be maintained at all levels of service delivery. The principal is also linked to professional ethics of social work.

**The Principle of participation:** Development administration rests on people’s participation in the development process right from planning to execution and evaluation of services. Democratic participation is important aspect.

**The Principle of communication:** Open channels of communication are essential to the effective service delivery including welfare/development interventions.

**The Principle of leadership:** Though democratic and participatory approaches are must for development administration, a visionary and transformational leadership is equally important for attaining the goal to overall development.
The Principle of planning: As a technical component, the process of continuous planning is fundamental to the development of meaningful services. In the context of development administration, planning has to be participatory involving the service users.

The Principle of organisation: The work of many actors should be arranged in an organized manner and be structured so that responsibilities and relationships are clearly defined.

The Principle of delegation: Delegation of responsibility and authority is an important aspect in the administration process and is practiced universally in all types of administrative settings.

The Principle of co-ordination: Coordination - within the agency, with other stakeholders and outside social environment - is an important component of administration which must be ensured for successful implementation of programmes and services.

The Principle of resource utilization: Resources are almost always limited. Optimum resource utilization for maximum good is a must and it is one of the prime responsibilities of managers and administrators.

The Principle of change: ‘Guided social change in the positive direction is the crux of social development and is crucial for social welfare/development administrators and planners.

The Principle of evaluation: Continuous evaluation of intervention processes and programmes is essential to the achievement of overall goal of holistic development.

The Principle of growth: The intervention designed should lead to holistic growth and development of all the sections of the society and should not be on ad-hoc basis or should not be confined to betterment of select few.

India is a welfare state and the government formulates various policies and programmes for the welfare of the weaker sections of the population. The social welfare agencies work at the field level with the general population, as it is difficult for the government to reach out to all in our vast country. The social welfare administrator is actually the person who executes the programmes favouring the common man. If the administrator is efficient, skillful and resourceful, then he will be effective in meeting the goals of the agency and bringing about social change and development.

Some points that must be kept in mind, and which are necessary to make social welfare administration achievable, are that socio-economic change has to be guided by social justice. Decentralization in administration is required at different tiers of the government and there has to be integration in the planning for welfare and development of the country, with proper personnel policies, programmes and administrative procedures to cater to well-organized flow of goods and services to all the people of our country.
### Check Your Progress 1

**Note:** Use the space provided for your answers.

1) What are the functions of social welfare administration?

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2) Enlist the principles of social welfare administration.

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### 2.4 SCOPE OF SOCIAL WELFARE ADMINISTRATION

Social welfare administration is basically the execution of social policies, social programmes and social legislations by philanthropic, religious and charitable organizations, which provide services and benefits for the general population in need. It is the conversion of social policy into social action, and how welfare state virtues are translated into action and implemented by social welfare agencies. A very comprehensive understanding on the scope of social welfare administration that has been put forth by Titmus (1958) is: “Social welfare administration may be defined as the study of social services whose object is the improvement of conditions of life of the individual in the settling of family and group relations. It is concerned with the historical development of these services, both statutory and voluntary, with the moral values implicit in social action, with the roles and functions of the services, with their economic aspects and with the part they play in meeting certain needs in the social process. On the one hand, then we are interested in the machinery of administration which organizes and dispenses various forms of social assistance, on the other, in the lives, and needs, and the mutual relations of these members of the community for whom the services are provided by reason of their belonging to that community.”

There are broadly two views about the scope of social welfare administration. These are: **The POSDCoRB view**

The POSDCoRB view: this view of social welfare administration takes into account mostly the execution of the government’s sponsored programmes. In
other words this view corresponds with managerial view. Henri Fayol, L. Urwick, Fercey M. Ovean and Luther Gulick are advocates of this view.

According to Henri Fayol the main categories of administration are:

i) Organization
ii) Command
iii) Coordination and
iv) Control

P.M. Queen says that the study of administration deals with the three ‘m’ that is ‘men, material and methods’.

L. Gulick has given a magic formula in a word ‘POSDCoRB’ that is very popular. In POSDCoRB each letter describing one technique. These letters stand for:

P Planning
O Organising
S Staffing
D Directing
Co Coordinating
R Reporting
B Budgeting

In the recent years both academics and practitioners in India have added two more meaningful words to complete the techniques namely:

E Evaluation
F Feedback

Gulick’s approach is ‘technique-oriented’ rather than ‘subject-oriented’. Each of these techniques are very important for social welfare administration. The social welfare administrator has to be well equipped with each of these techniques. To be a good administrator it is important to understand these techniques well and to practice them with extreme skill and proficiency.

Planning

Planning means working out broad outline of the things that need to be done and the method to be adopted to accomplish the purpose set for the enterprise. Trecker in his book Group Process in Administration expressed that “Unplanned administration is haphazard, scattered, disorderly, and confusing. Planning is simply the introduction of orderly thinking into the areas of life which have hitherto been ruled by unconsidered judgments. Planning is the conscious and deliberate guidance of thinking so as to create logical means of achieving agreed upon goals. Planning always and inevitably sets priorities and calls for value judgments. Planning is a basic and fundamental approach or way of dealing with the human problems which beset us. Planning is a point of view, an attitude, an assumption that says it is possible for us to anticipate, predict, guide and control our own destiny.”

Social planning helps us to be efficient, effective and accountable. Planning is important to meet our desired goals. It is important that before any social welfare
Social Welfare Administration programme is initiated or any research is started, proper planning with constructive information with knowledgeable professionals is essential. Answers to ‘what’, ‘how’ and ‘why’ must be well contemplated in respect of the schemes and programmes of social welfare.

Even before planning the welfare services the objectives of the service should be considered. So all welfare services are to be planned and organized according to the policy of the agency. The planning procedure is connected to the policy of the agency. A policy is a statement of objectives, purpose, practice of organizing the programmes and the fundamental viewpoint underlying a service. The statement of policy of the organization must cater to the programmes, methods, principles and the beneficiaries. Policy should be evolved after consideration by all the stakeholders.

Planning for social welfare is strongly based on the nature and extend of social problems existing in the society. The resources of the community are always limited and the number of social problems that need to be tackled are numerous. Thus the social problems need to be prioritized. The social welfare planning needs to choose the best alternative, with maximum benefit at minimum cost. Social planning also needs to look into social development.

The process of planning needs to follow the following steps:

1. To formulate appropriate objectives,
2. To identify the problem,
3. To collect and understand the existing facts,
4. To analyze the available facts,
5. To devise a suitable method,
6. To organize the goals and ascertain the priorities,
7. To locate the resources,
8. To look for other options,
9. To predict results of the several options thought of,
10. To prepare the plan,
11. To execute the plan,
12. To evaluate the results and reformulate the methods for increased effectiveness.

Planning is very important to social welfare administration, just as it is important in other fields like health, education or industry. Proper planning only can yield optimum results.

Organization

Organization is the establishment of the formal and/or informal structure of authority through which the work is sub-divided, arranged, defined and coordinated for the defined objective. The formal and/or informal organization are designed to achieve social welfare objectives by systematically coordinating the work of numerous personnel, consciously or unconsciously, covertly or overtly directed by some theoretical framework appropriate to meet the welfare needs of the target groups.
Dimock & Dimock (1964) defined: “Organization is the systematic bringing together of interdependent parts to form a unified whole through which authority, coordination and control may be exercised to achieve a given purpose…. Organization is both structure and human relations.”

Organization can also be compared to the human body. Just like in the human body there are various systems, the respiratory system, the nervous system, the reproductive system all have separate functions and duties, and they work independently, but they are all interdependent too, and they all form a whole and keep the body fit and fine. So also the organizations have separate units and departments which work independently, and interdependently to be more effective in the functioning of the organization as a whole to meet its various objectives.

Herbert (1960) proposes that organization affect the persons who work for it in five different ways, these are:

i) The organization divides work among the staff. The personnel are delegated specific work in the organization according to their capacities.

ii) The organization creates standard practices and elaborate procedures to help the employees to work better.

iii) The organization follows authority upward, downward and crossways, this helps in smooth flow of decision making.

iv) The organization follows a system of communication to reach all.

v) The organization guides and teaches its members by providing knowledge, skills and loyalties. The training helps the members to work better and take decisions according to the needs of the organization.

Organization is therefore not just a structure, it actually accepts a structure for the human beings who directs, organize and who actually do the work in order to achieve the objectives of the agency.

Criteria of planning an organization so that the agency runs smoothly are:

a) Authority and Responsibility
b) Delegation and Decentralisation
c) Public Relations
d) Communication
e) Coordination
f) Monitoring, Appraisal and Evaluation
g) Supervision and Control
h) Personnel Management
i) Financial Management
j) Community Participation

**Staffing**

Staff is an important component in social welfare administration. For social welfare agencies to function properly it is very important to manage the staff properly. The appropriate trained staff with aptitude and attitude for social work ideology is important in social welfare agencies. Staffing is the process of filling all positions in the organization with adequate and qualified personnel.
In India we have different kinds of agencies like Government, Non-Government, Voluntary, Religious, Co-operative that work in different areas of social work. In our Constitution the Directive Principles of State Policy talks of equitable socio-economic development for all the sections of our society, independence from all social problems faced by our country, ensuring social justice for all. The different agencies at all levels that is Central, State and local are all working in this direction, with the support and backing of the government to improve the plight of all citizens in the country. The work output of these agencies is highly dependent on the quality of the personnel involved in this work. The personnel affect the social welfare administration and the progress of social development is greatly dependent on the personnel.

The three important components for the development task are men, money and material. Out of these three M’s, men is the most important component, as men determine the quality and quantity of the output. It is the personnel who will use the money and the material to work for the objectives of social welfare. It can be said that effective administration is a combination of organization, resources and qualified and dedicated personnel. If the staff in the organization is good, then even with limited money and material, the organization can do a good job but if the staff is not effective even with the best material and enormous money the desired objectives may not be accomplished.

Staff planning or manpower planning means personnel management in social welfare administration. Staff planning plans for the requirement of the organization for work and its corresponding need for personnel. This requires specific personnel policy for social welfare. Some of the important components in Staff Planning that needs to be done by social welfare administration are:

a) Organizational Planning and Development

The social welfare administration needs to establish organizational objectives, goals and targets so as to ensure focused working of the organization. The organizational structure needs to be designed to facilitate maximum productivity by building of inter-personnel relationship within individual agency and the total system.

b) Career Development

The social welfare administration requires careful procurement of appropriate staff for the organization. So the process of recruitment and selection needs to be undertaken with utmost care, as the staff at all levels together help in achieving the objectives of the organization. The placements, promotion and transfer of staff need intelligent and careful supervision. The staff at all levels needs briefing, orientation, training and refresher courses so that they improve in their day-to-day working and promoting the organization to higher levels of productivity.

c) Terms of Employment

The staff will be efficient if they are satisfied and comfortable in life. Thus it is the responsibility of the organization to make its employees comfortable, for which the organization should provide required salary to the employee for the work he puts in and according to his educational qualification and experience. The administration should also plan incentives, fringe and
retirement benefits so that the employee gives his total dedicated service to the organization.

d) **Employee Welfare**

The social welfare administration should look into the welfare measures of the employees like medical facilities, leave rules, recreational activities, housing, leave travel concession, children’s education etc. to take care of all the employee requirements.

e) **Personnel Records**

The employee’s personnel files must be properly maintained. The performance appraisal should be according to their work output. This will make the employees output oriented and accountable about the work. Thus the efficiency of the organization will go up.

f) **Morale and Motivation**

Social welfare administration must work to improve the morale and motivation of the staff of the organization by financial and non-financial incentives, by good conduct and discipline and by encouraging higher professional standards. The employee’s social and psychological needs are to be taken care of by social welfare administration.

g) **Management-Staff Relations**

The social welfare administration requires to follow measures that will establish healthy relationship between all levels in the staff structure of the organization.

There is need to look into the professional associations and unions and to encourage participative management in the organization by involving the staff in decision making at the organizational level.

h) **Personnel Research and Review**

The administration needs to develop more appropriate personnel programmes and policies, because if the staff improves, the organization will also improve. There is need to plan and decide programme areas with proper analysis and interpretation, to identify and implement follow-up improvement action for the progress of the organization.

Proper handling of personnel system in social welfare agencies is an essential administrative activity in present times and it is recognized as a very important area too. Personnel policies in social welfare agencies are designed to motivate the staff to secure, develop and utilize manpower resource effectively in order to meet the organizational needs.

**Directing**

Directing is an integral part of social welfare administration and is the continuous task of making decisions and embodying them in specific and general orders and instructions thus guiding the enterprise. Directing can be explained as a process to help the staff members to learn according to their needs, to utilize their knowledge and skills and improve their capacities and abilities so that they perform their responsibilities and duties of their job efficiently.
The components of directing are listed below:

i) Identifying the right person for the right job,

ii) Encouraging the staff to develop interest in his work,

iii) Teach the work to the new staff members,

iv) Evaluate the performance by observing the staff member’s understanding,

v) Administrative changes to observe and put staff to the jobs that they can do best,

vi) Rewarding staff for completing work well within time and helping others to work better,

vii) Establishing good spirit and teamwork so that staff work skillfully, intelligently, enthusiastically to finish delegated works.

Directing is an important tool for programme development and implementation. With proper direction the organization can perform well and accomplish its targets. Thus direction increases efficiency and productivity.

Co-ordination

Co-ordination ensures prevention of duplication and overlapping of work so that administrative efforts, resources, staff work in the social development sector is not wasted. Co-ordination is most important to ensure the efficient and economical functioning of social welfare agencies. The social welfare agencies in India have shown a tremendous increase in numbers since independence. India is a large country, spread out over a large area, with diverse languages, religion and culture. Thus it has a large variety of problems too and these problems cannot be dealt with by the government alone, because these social problems need personal touch as social problems are complex in nature. It has also been observed that there is unequal distribution of the social welfare agencies. In some areas there are heavy concentration of these agencies, while in the interior parts of the country, in the difficult terrain and regions in the border areas there is paucity of social welfare agencies. Thus in some areas there is overlapping of services and in some areas services are not available. Social welfare agencies are spontaneous and voluntary in nature, and voluntary services are democratic. Any effort to co-ordinate will mean application of external pressure, which will not encourage the voluntary spirit. Co-ordination must be by mutual consent. Co-ordination between agencies and state is easy, but co-ordination among different agencies is very difficult. There has been no effort by the government to co-ordinate all the social welfare agencies.

Co-ordination can thus be defined as the process of getting into a harmonious relationship. It means co-operation and adjustment to achieve desired goals. Co-ordination means the integration of several parts into an orderly whole, to achieve the purpose of the undertaking. In other words, coordinating means the all-important duty of inter-relating the work of various divisions, sections and parts of the undertaking. When there is no co-ordination between groups and communities there is social maladjustments and the community cannot progress further. Thus we have to work in co-ordination with all agencies to arrest the social problems of the country. There has to be networking among all government and non-government agencies.

The main objectives of co-ordination are:
i) Co-ordination avoids duplication of work and overlapping of work.

ii) Co-ordination helps to remove the obstacles that come in the working in the social welfare sector.

iii) It helps in economizing on the resources utilized by the social welfare agencies. The sharing of resources help in better utilization and better output.

iv) Expenditure can get minimized in sharing resources.

v) Co-ordination will result in minimizing competition among social welfare agencies.

vi) Co-ordination will help in joint efforts in tackling social problems and this will result in better understanding of the social problems as there will be more manpower involved. This can also result in generating public opinion and passing new social legislations.

Co-ordination can be at two levels. One is that there has to be co-ordination within the agency. The different departments and the different staff members must be well coordinated. There must be open communication among all within the agency so that the results and output of the agency are as per desired objectives. At the second level there must be co-ordination among the different social welfare agencies.

Thus we can say that co-ordination will improve the working of social welfare agencies and their impact on the society. Co-ordination is an important component in social welfare administration. Co-ordination among different agencies could have a very positive affect in solving the social problems of the society. It could improve the standards of work and also help in better networking among different agencies.

Reporting

Reporting is the keeping of proper records and keeping those people informed. The executive is responsible for keeping both the supervisors and subordinates informed of what is going on and for arranging for collection of such information through inspection, research and records.

The social welfare administration is responsible to maintain all kinds of records. All files are maintained by the administration. Records of all functions, programmes, meetings and the day-to-day functioning are kept by the administration. These records and reports help in evaluation and monitoring the work of the agency. Thus these reports are very important for the agencies that provide the funds to them. Reports are important for the community to understand the objectives and functioning of the agency. Thus it is the responsibility of the administration to carefully maintain all reports and records.

Budgeting

Budgeting involves the financial administration of a social welfare agency. Financial administration is the system that revolves around the finances of the agency. This concerns with the raising, regulation and distribution of the resources for the growth of the agency. The agency collects funds from the community by means of donations, subscription or taxes and these funds are used for the organizational programmes and the running of the agency. A budget is a complete statement prepared showing the various sources of the money raised for a
particular period and the activities and programmes conducted with that money. Financial administration is one of the most important responsibilities of the social welfare administration and if this responsibility is not properly taken up, it can have serious consequences on the administration of the agency.

The purposes of the budget are:

a) To understand the financial requirements of the agency. The budget puts forth the estimates from the grant giving agencies and the fund raising activities.

b) Elaborates on how the money received will be utilized.

c) It is a guide for all staff members on how the money needs to be utilized under the various sub-heading.

d) Highlights to the community and beneficiaries, the source of the funds and how the money has been spent.

e) To evaluate the objectives of the agency and the plans for meeting these objectives.

f) To develop better budget formulation, review and decision-making.

POSDCoRB activities are common to all large scale organizations. They are the common problems of management found in the different agencies, regardless of the peculiar nature of the work they do. Like public administration, social welfare administration is also an instrument with two blades. One blade is knowledge of the subject matter and the other is the techniques that are applied. Both blades must be good to make it an effective tool. Thus, the proper scope of social welfare administration should include both the views i.e. POSDCoRB and subject matter.

Let us also briefly describe evaluation and feedback.

**Evaluation**

Evaluation can be done at different time periods – weekly, monthly, half yearly and annually. Evaluation can be done by different teams: intra – agency evaluation, funding agencies and outside evaluation teams.

Evaluation is an exercise which will show whether the programmes and projects are going in the desired direction. Periodical evaluation will help in identifying hurdles and areas that require special attention. It is always helpful in successfully completing any project well within the time frame. The report writing exercise by a student of social work is one such example. As a student, you also must help the agency in its evaluation work, which is a learning activity for you.

**Feedback**

Periodical feedback is an essential aspect of any programme and project. Feedback helps the organization to re-examine the success and failures and take appropriate action to rectify the wrong, if any. Feedback will only help in strengthening the project/organization. It will also enable in re-appropriation of funds for better results. Feedback will ultimately ensure the sustainability of any project/agency.
Another view of the scope of social welfare administration has come into vogue during the last few years. Due to emergence of new social problems, the subject matter of Social Welfare Administration is expanding day by day. The already overburdened administrative machinery of the government itself, not being able to successfully tackle these problems, involves various non-governmental organizations for this purpose. Therefore, this view incorporates not only the subject matter of social welfare administration but the implementation aspect as well, which is primarily the focus of POSDCoRBEF view.

The scope of social welfare administration is quite diverse in nature. With the emergence of new social problems of entirely different nature, a new strategy needs to be evolved for their solution. It may require optimum utilization of available resources e.g. human, institutional, financial, technological, etc. in a changing context. The social welfare administration incorporates a number of factors that are significant in the entire process of successful solution of social problems.

Check Your Progress 2
Note: Use the space provided.

1) List the process of planning in social welfare administration.
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2) What is the importance of staffing in social welfare administration?
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3) Briefly state the purpose of budgeting.
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2.5 LET US SUM UP

In India the social welfare agencies cater to lakhs of beneficiaries spread all over the country. Thus it is important to follow continuous and systematic planning in the organization. The resources and capacities of the organization has to be appropriate according to the desired objectives of the organization. A well-planned strategy needs to be formulated for future opportunities, values and aspirations. If the social welfare administration functions are well understood and implemented then it will benefit maximum beneficiaries and social development for the country will not be a difficult dream.

2.6 KEY WORDS

**Decentralization** is the process of dispersing decision making, governance or distributing work among all in an organization.

**Monitoring** is the process of measuring the changes in the organization.

**Budget** is the list of planned expenses and revenues of an organization in the monetary form.

2.7 FURTHER READINGS AND REFERENCES


