

**MASINDE MULIRO UNIVERSITY OF SCIENCE AND TECHNOLOGY  
UNIVERSITY EXAMINATIONS 2015/2016 ACADEMIC YEAR  
SECOND SEMESTER DSC 061: SOCIAL POLICY, WELFARE AND  
ADMINISTRATION QUESTIONS AND MARKING SCHEME  
EXAMS DECEMBER 2016 MUMIAS CAMPUS-12/10/2016**

**1a) Describe the subject matter of social policy and administration**

Social Policy and Administration is an academic subject concerned with the study of social services and the welfare state. It developed in the early part of the 20th century as a complement to social work studies, aimed at people who would be professionally involved in the administration of welfare. In the course of the last forty years, the range and breadth of the subject has developed. The principal areas relate to

- policy and administrative practice in social services, including health administration, social security, education, employment services, community care and housing management;
- social problems, including crime, disability, unemployment, mental health, learning disability, and old age;
- issues relating to social disadvantage, including race, gender and poverty; and
- the range of collective social responses to these conditions.

**b) Describe the 'welfare state'**

The idea of the welfare state means different things in different countries.

- *An ideal model.* The "welfare state" often refers to an ideal model of provision, where the state accepts responsibility for the provision of comprehensive and universal welfare for its citizens.
- *State welfare.* Some commentators use it to mean nothing more than "welfare provided by the state". This is the main use in the USA.

- *Social protection.* In many "welfare states", notably those in Western Europe and Scandinavia, social protection is not delivered only by the state, but by a combination of government, independent, voluntary, and autonomous public services. The "welfare state" in these countries is then a system of social protection rather than a scheme operated by government.

### c) **What are the aims of paying for welfare**

Many public services are provided not by the state, but by combinations of state, independent, mutual and voluntary activity - a '[mixed economy](#)' of welfare. State welfare is often assumed to depend on finance through taxation. However, taxation is supposed to do many things at once: the aims include

- raising revenue for public functions
- repricing - changing the way market signals work (e.g. taxes on tobacco)
- redistribution: in economic terms, 'transfer payments' are not really spending, but moving money between people instead, and have little direct effect on an economy
- changing behaviour (incentives, discentives and subsidies)
- conveying a moral position (support for families, or religious charities)
- fiscal policy (steering an economy) , and
- Solidarity (recognising rights and imposing responsibilities).

### **2. Do you agree that donor support is political? Explain.**

Donors (usually) are not neutral, philanthropic givers of gifts. Donors are subject to national and international political interests that can influence their decisions on program and service support to the detriment of local needs. This is currently the case in the United States. The anti-abortion stance of recent Republican administrations (starting with that of Ronald Reagan) has resulted in a policy (the so-called gag rule) that denies aid for family planning funding to any foreign nongovernmental organization (NGO) that uses its own money to provide abortions, engage in abortion counseling or referral or advocate changes in abortion laws, regardless of the needs of the population being served. In Nepal, the maternal mortality ratio (539 per 100,000 live births) is among the highest in Asia; more than half the country's maternal deaths are estimated to be

due to unsafe abortions (abortion was officially illegal until mid-2002). A number of local and international NGOs that provided reproductive health services were active in efforts to legalize abortion in Nepal. During the administration of Bill Clinton, who rescinded the gag rule, the U.S. Agency for International Development provided substantial support for the nonabortion-related services of these NGOs. When the gag rule was reimposed in 2000, several of the NGOs refused to sign a commitment to cease their lobbying for legal abortion and consequently lost their funding. The loss of funding has impeded their ability to reduce maternal mortality by providing desperately needed family planning, safe (and now legal) abortion procedures and postabortion care.

The issue of syndromic management (diagnosis and treatment of STIs based on symptoms in the absence of laboratory testing equipment) illustrates the international political contexts of donor decision-making. Originally developed in the 1970s as a technique to treat widespread STIs in resource-poor settings in Sub-Saharan Africa, syndromic management was intended to be a treatment strategy that would be responsive to local needs. In the 1980s, however, the World Health Organization simplified the approach and promoted it to donors and governments as a global policy guideline. In 1994, the ICPD commitment to STI treatment provided a further push for donor support for syndromic management. The emergence of the HIV/ AIDS pandemic focused attention on the need to prevent STIs, and donors were eager to be seen taking action. When, in 1995, results of a major international field trial in Mwanza (Tanzania) were published, showing a dramatic association between syndromic treatment of STIs and a decline in HIV transmission, donor support was consolidated. Thus, syndromic management of STIs became a key component of donors' post-Cairo reproductive health programs.

### **3. Explain the role of nongovernmental organizations in the modernization of public administration**

#### **i. Emergence and development of civic society organizations.**

Intervention of private organization, independent of any governmental authority in social welfare, public health and education is very ancient and precedes the beginning of the governmental one which began at the end of XVIII century. Their field of activity has spread out progressively in Europe on other fields of social and economic development at local

level during second half of nineteenth century. Their dynamic development was slowed down a little with rapid enlargement of state intervention in economy and development of welfare state. But economic difficulties, which demonstrated the limits of state possibilities to lead and guarantee alone constant social and economic development, have attracted new interest for NGOs.

This phenomenon has concerned also, but in different way, developing countries. During colonial period, nongovernmental sector was represented mainly by confessional organisations which were playing predominant role in welfare, public health, education and even rural development activities. This role was seriously reduced after independence and replaced by the state, strongly assisted by international and bilateral aid and technical cooperation. Evident failure of governmental bureaucratic development programs, conducted unsuccessfully during three consecutive decades by state agencies and financed by foreign donors led to conclusion that NGOs present an alternative solution: a more decentralised, democratic and people centred one. The new paradigm of people centred social and economic development coincided with the fall of communism and end of cold war which opened the way to a new front of donors activity – development of new liberal and democratic societies, based on empowerment of local communities and different form of civic society organisations. These new development policy has reinforced the position and enlarged the field of activity of international NGOs. The old humanitarian NGOs and new democratic governance oriented ones became progressively a professional instrument and privileged channel of foreign aid not only for social and economic but also for political, decentralised development, first in developing and than in post communist countries. One of the most important objectives of this aid was to facilitate a development of civic society organizations in developing as well as in post communist countries.

## **ii. Development of the civic society after the fall of communism.**

The end of communist regime in CEE countries has opened the way to a very dynamic development of civic sector. But, the bases for this development were built much earlier. In

fact, despite of political and legal limitation<sup>1</sup>, these countries have had mature and developed societies, with a long and strong tradition of freedom and autonomous development of civic organisations, well before introduction of communist power. They never completely abandoned the efforts to maintain and develop some forms of nongovernmental organizations and private, independent civic institutions. The span of these activities, and degree of their independence from administrative and political control of the communist regime, has varied in different countries and in different periods. It seems worthy to rappel, that a legal framework for this type of activity existed also under communist rule, and that a progressive transfer of governmental tasks and competences to nongovernmental organizations was even considered as one of the pillars of communist doctrine of the State<sup>2</sup>. The strongest and the most independent nongovernmental institutions in this region have existed in Poland. During the period of communist rule, two private, catholic universities, certain number of private confessional schools and social institutions and many independent social and cultural associations, were functioning and have prepared the ground for one of the most important social movement in modern history which was Solidarity trade unions and many others independent associations and informal groups intervening in various fields of economic, social and cultural live.

Of course, the new political, legal, social and economic changes after the fall of communism have created much more favourable context to further development of already existing nongovernmental institutions and rapid creation of a new ones in many different spheres of social, economic and cultural activities<sup>3</sup>. Many of them were, and often still are involved, more or less directly, in the transformation process in general and, more particularly, in the development of democratic system of governance and in the reform and modernization of public administration.

These development and involvement of civic sector in the transformation and modernization processes were, from the very beginning (and are till now) strongly supported by the system of foreign aid as one of its most favourite element of aid policy. This approach was built on former, disappointing experience of foreign assistance for developing countries, which

---

proved that without an active, strong and well-organized civic society any efforts of administrative reforms have no substantial, lasting and sustainable effects.

In fact, natural conservatism and resistance to change of administrative establishment and traditional governmental educational and research institution has proven to be a very limitative factor for necessary reforms and modernization of organizational structures, procedures, methods of management, ways of doing and - even more important - ways of thinking and attitudes. From this point of view, private and civic sector institutions appears much more innovative, open minded, adaptive and pragmatic.

### **iii. Subject of the paper.**

Our paper concerns some basic problems of a very complex issue of the role of nongovernmental, non for profit private institutions in administrative reform and modernization process.

Our analyses begins with general presentation of institutional and legal framework of NGOs and their collaboration with the Government in Poland. Then, after brief presentation of third sector development in general, we will discuss some selected problems related to:

- the role and place of NGOs in administrative reform and modernisation of public management system.
- the role of private institutions in development of education and training activities in the field of public administration and public management;

Our conclusions will contain some prospective remarks and suggestions concerning future development of NGOs legal and institutional framework and the necessity of networking and collaboration, on national and regional - international level, of civic society institutions involved in public administration reform and modernisation process.

## **4. Highlight on the weaknesses of present legislative and institutional framework of the NGO's collaboration with the Government and prospects of its future development.**

Polish legal and institutional framework of the NGOs is not yet entirely satisfactory and complete<sup>4</sup>. The Polish Government attaches a big importance to the development of civic society and the effective collaboration with the NGOs in the transitional process as well as in realisation of public administration's everyday activities. But, as we could see above, it is still searching for an adequate legal and institutional framework for it. Present situation is considered unsatisfactory both for the government and NGOs. The NGOs are considering that they should be more harmoniously and effectively integrated in global social system and Government is sharing this opinion and has created a special institutional framework to find a good solution benefiting for it of an important foreign financial and technical support. But, a satisfactory solution for all interested partners proves to be difficult to find.

The biggest network of Polish NGOs, the Association for Nongovernmental Initiatives Forum, has presented to the Government more then two years ago the "Memorandum on complex regulation of NGO's and voluntary organisations' legal conditions of functioning" (December 1998) signed by 400 organizations. It underlines the importance of the third sector in a modern, democratic society and declares that the suppression of an administrative control and the freedom of association is not enough. It considers that redefinition of the relations between the State and NGOs is necessary and should be considered as one of fundamental reforms of Polish governance system<sup>5</sup>. This reform should be based on three principles:

- The NGOs should have a right to participate actively in the definition of public tasks which implies the obligation of the State to inform them about its strategies and programmes (partnership).
  - The State should create effective mechanisms of transfer to the third sector of these social tasks which can be realised by self organising civic society (subsidiarity).
  - Supporting, also financially, the development of civic society institutions the State will contribute in long term to reduce its expenditures and to attenuate social tensions (efficiency).
-

The Memorandum postulates the preparation of a legislative package and a strategy of government's collaboration with civic society institutions. This new legislation should secure:

- more precise differentiation from commercial sector as well as from governmental sector;
- partner position towards public authorities;
- legal conditions of the State public tasks' take over;
- better conditions of its development by a specific legal framework for economic non for profit activity.

##### **5. Explain the necessity of reinforcement of networking and collaboration between civic society institutions involved in public administration research and education**

The NGOs involved in public administration acting in the field of public administration research and education should develop more dynamic and effective networking and collaboration both on national and regional level.

A reform of education and training in public administration, including programs as well as methods of teaching and learning, should be based on a strategy of education which is built upon a reviewed and updated theoretical background and elaborated in collaboration of all stakeholders: not only employers, governmental bodies in charge of educational system and public training and research institutions but also private training institutions and all civil society organisations concerned.

The creation and successful development of Polish ENA in 1990, combined with a dynamic development of university level private schools offering BPA and even MPA programs can be considered as expression of an implicit new policy of development in this field.

Presently, these private schools are offering more and more often PA programs challenging traditional faculties of Law and Administration which are continuing to offer ones conceived 35 years ago. While traditional state universities are using their privileged position in the Ministry of Education to protect their traditional approach,. many of new private training



institutions, collaborating closely with foreign partners in the Europe Union and beyond, are updating and modernising their PA programs.

The research in the field of public administration and public management should be developed not only in the state run universities and research institutions but also in nongovernmental establishments of higher education, private research institutions and by, much more active than now, scientific associations.

The necessary development and modernisation of education and research in this field can't be effective without significant reinforcement of a horizontal networking and more effective collaboration, at the national level, of all public sector institutions, foundations, associations and non governmental educational and training institutions involved or concerned by the modernisation and democratisation of public administration system. Presently, this networking and collaboration is much more developed on international than national level. This top – down approach is very useful but can have only limited effects. Promotion of horizontal networking and bottom-up collective initiatives of its members could become a new NISPAcee approach which could contribute to more effective collaboration of public and nongovernmental institutions in public administration reform and modernization process.

**1a) Describe the subject matter of social policy and administration (10marks)**

**b) Describe the 'welfare state'n (10 marks)**

**c) What are the aims of paying for welfare? (10 marks)**

**2. Do you agree that donor support is political? Explain. (20 marks)**

**3. Explain the role of nongovernmental organizations in the modernization of public administration ( 20 marks)**

**4. Highlight on the weaknesses of present legislative and institutional framework of the NGO's collaboration with the Government and prospects of its future development. ( 20 marks)**

**5. Explain the necessity of reinforcement of networking and collaboration between civic society institutions involved in public administration research and education (20 marks)**

**Misiko Francis Okumu**