

**ESTIMATES COMMITTEE  
(1971-72)**

**(FIFTH LOK SABHA)**

**THIRD REPORT**

**MINISTRY OF EDUCATION AND SOCIAL WELFARE**

**General Social Welfare**



**LOK SABHA SECRETARIAT  
NEW DELHI**

*July, 1971 | Sravana, 1893 (Saka)*

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# C O R R I G E N D A

To

The Third Report of Estimates Committee  
(Fifth Lok Sabha) on the Ministry of  
Education and Social Welfare (Department  
of Social Welfare) - General Social Welfare.

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- Page 18, Para 2.20, line 6, for 'ibjective'  
read 'objective'.
- Page 30, Para 2.63, line 3, for 'Contract'  
read 'Contact'.
- Page 41, Para 3.4, line 3, for 'of' read 'or'.
- Page 55, Para 3.49, line 13, for 'recommended'  
read 'recommend'.
- Page 64, Para 4.20, line 6, for 'that that'  
read 'that'.
- Page 67, Para 4.28, line 4, for 'he' read 'the'.
- Page 73, Para 4.45, line 2, for 'The' read 'They'.
- Page 74, Para 4.51, line 3, for 'wuild' read 'would'.
- Page 88, Para 5.20, line 2, for 'longest' read 'largest'.
- Page 114, Para 7.8, line 6, add 'three' after the word  
'running'.
- Page 149, Para 9.27, line 7, for 'mesaures'  
read 'measures'.
- Page 149, Para 9.28, line 3, for 'whole' read 'who'.
- Page 149, Para 9.28, line 3, for 'instrumented'  
read 'instrumental'.
- Page 157, S. No. 28, Column 3, line 4, for 'of' read 'or'.
- Page 159, S. No. 33, Column 3, line 21, for 'recommended'  
read 'recommend'.
- Page 176, S. No. 80, Column 3, line 4, for 'instrumented'  
read 'instrumental'.
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(1971-72)

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3. Shri Y. Sahai—*Under Secretary*

## INTRODUCTION

1. the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Third Report on the Ministry of Education and Social Welfare (Department of Social Welfare)—General Social Welfare.

2. The subject was examined by the Estimates Committee (1970-71) and necessary information obtained and evidence taken by them. That Committee, however, could not finalise their Report due to the sudden dissolution of the Lok Sabha on the 27th December, 1970. The Estimates Committee (1971-72) have perused the minutes of the evidence and have come to their own conclusions which have been embodied in the Report.

3. The previous Committee (1970-71) took evidence of the representatives of the Ministry of Education and Social Welfare (Department of Social Welfare), Central Social Welfare Board, Social Welfare and Rehabilitation Directorate, Central Bureau of Correctional Services, Planning Commission and Ministry of Finance on the 27th and 28th November, 1970. The Committee wish to express their thanks to the officers of these Ministries and Departments for placing before them the material and information which they wanted in connection with the examination of the subject and for giving evidence before the Committee.

4. The Committee also wish to express their thanks to Shri N. Swarup, Coordinating Director, Jawaharlal Nehru Institute of Physical Medicine and Rehabilitation, New Delhi and Dr. (Smt.) Phulrenu Guha, President, Indian Council for Child Welfare, New Delhi for furnishing Memoranda to the Committee and also for giving evidence and making valuable suggestions.

5. The Committee also wish to express their thanks to all the associations and individuals who furnished memoranda on the subject to the Committee.

6. The Report was considered and adopted by the Committee (1971-72) on the 14th July, 1971.

7. A statement showing the analysis of recommendations contained in the Report is also appended to the Report (Appendix II).

KAMAL NATH TEWARI,  
*Chairman,*  
*Estimates Committee.*

NEW DELHI;  
July 23, 1971/Sravana 1, 1893 (S).

## CHAPTER I

### INTRODUCTORY

#### A. History of Social Welfare in India

1.1. Social Welfare in some form or the other is as old as the human society itself. The history of India records evidence of a long tradition of Social Service. In its broad sense every human activity has a social significance and may well be called social work. In all professions the main motive is to earn one's bread; but in every society there are individuals who are unable to earn their own living. These are physically handicapped like the blind, deaf and dumb, mentally handicapped, little children, old and infirm etc. In a healthy society all such handicapped persons stand in need of help.

1.2. The spirit of doing good to one's fellow beings, and initiating or taking part in activities for the welfare and common good of all seems to have been a special characteristic of Indians in ancient times. This spirit manifested itself in various ways in different spheres of life, and inspired both individuals and organised groups of men. Glimpses of all these are obtained through folk tales and legends preserved in old literary works, treatises on polity and *Smritis* or *Dharmasastras*. Religion has always played an important role in providing inspiration in the field of Social Work and charity has flourished only under religious feelings. Traditions of social work have been found in all the religions in India.

1.3. The rulers and the community used to share the responsibility of helping the individuals in distress. Charity and service to one's fellowmen was considered as a religious act, even during feudal times. The forms in which these services have been rendered, however, varied from period to period, depending on the prevalent social values, community structure and social and economic organisations.

1.4. The pioneering efforts of Indian social reformers had roused public conscience and the horizon is no longer confined to the social problems of the past. Slums, bad housing and insanitation, grinding poverty and the low standard of life, the dignity of Indian womanhood and the needs of the children are now in the forefront. India is a vast country and relatively the most populated country in the world and so the range of her problems is not a mere matter of a good heart and good intentions but of an understanding the human psychology, the important role of economic forces and the social trends existing in the present society.

1.5. With the appearance of Mahatma Gandhi in Indian public life in 1920, the social welfare movement received a new impetus. The awareness already created for social reform among the people, was fully mobilised



for promoting voluntary social work. In the vision of Gandhiji, the social, the religious, the political and the economic were not separate aspects; they were closely interwoven and intermingled. His social work activities were a part of his great endeavour and were integrated with it. His constructive programme was simultaneously a movement for economic betterment and for improving the tenure of social life. He advocated the equality of women. He fought for a better deal for Harijans. He concentrated for the betterment of economic and social life in rural areas. His constructive programme aimed at the improvement of total human life. Under his inspiring guidance, several organisations such as the Harijan Sevak Sangh, the All India Village Industries Association etc. were set up. These organisations worked for the uplift of the down-trodden sections of the society. Increasing industrialisation and consequential urbanisation have had a marked impact on the pattern of Indian life. Various social institutions like the joint family, caste system, village panchayats etc. gradually started weakening. The traditional means of social control became increasingly ineffective. In this process of social change, new social problems cropped up, the complexities of newly emerging social problems required systematic study and efforts for their solution. Thus, the social welfare movement passed from charity to organised self-improvement during this period. The development of organised social sciences paved the way for the fomentation of scientific methods and techniques of social work. The first school of social work was set up in Bombay in 1936 for the training of social workers, on professional lines.

1.6. It was only after the dawn of Independence that social welfare movement in the country assumed a definite shape and direction. In the pre-independence period there was no department to deal with social welfare programme in the Government, whether at the Central or State level. The partition of the country brought into focus the problems of recovery and rehabilitation of the people uprooted from Pakistan.

1.7. With the attainment of Independence in 1947, it was realised that the promise of freedom in its true sense, could only be redeemed if the economic and social foundations of the society are adequately strengthened. The struggle for Independence provided a vision for the positive social, economic and cultural development of a free India. The chief instruments of development adopted by free India were the framing of a Constitution, nation-wide economic and social planning, dedicated leadership, a stable civil administration and accepting as a basic principle of policy, the participation and increasing involvement of the people in their own welfare.

1.8. The Constitution, as adopted in 1950, laid down equality of rights for all citizens irrespective of caste, religion, race and sex and place of birth. Article 38 enshrines as a Directive Principle of National Policy that "the state shall strive to promote the welfare of the people by securing and pro-

tecting, as effectively as it may, a social order in which justice, social, economic and political, shall inform all the institutions of National Life." Article 29(a) provides measures against the exploitation of men, women and children, and of economic necessity. Article 39(f) protects children and youth against exploitation. Article 41 preserves right to work and education as also to public assistance in certain circumstances. Article 42 ensures just and humane conditions of work likewise. Articles 43, 46 and 47 provide measures for the raising of living standards of workers, and other socially and economically backward sections of the society. Although most of the programmes of social development including Health, Education and Welfare fall within the jurisdiction of the State Governments, yet the sphere of economic and social planning, has been included in the Concurrent List. It implies that the Central Government have to formulate schemes, organise demonstration, coordinate activities and programmes, standardise services and mobilise resources for social welfare.

1.9. Though during the British rule a number of social legislations such as the Indian Penal Code, the Contract Act, factory legislation, legislation to ensure public health, safety and morals, legislations safeguarding the right of women, children and youth etc. had been formulated, it was only after independence that an effort was made to standardise and to bring in, on progressive lines various social legislations ensuring the welfare of the weaker and the handicapped sections of the society. In the post-independence era some significant social legislations were enacted, to provide statutory framework and machinery for the implementation of certain specialised welfare programmes. The Children's Act, 1960, the Probation of Offenders Act, 1958, the Suppression of Immoral Traffic in Women and Girls Act, 1956, and legislations on Hindu marriage, supervision and control of orphanages and other institutions and those in the field of labour welfare may be mentioned in this regard. A number of Expert Committees, Study Groups, etc., have been organised to study the problems and to evaluate the programmes in the field of social welfare.

1.10. To realise the basic rights and to fulfil the guarantees laid down in the Constitution, the Government of India launched in 1951, a programme of economic and social development through the Five Year Plans. The Plans have been concerned within the framework of a Parliamentary democracy, a secular society and the Constitutional directions of social and economic justice. The development of human resources through measures of health, education and welfare has been a major objective of the Plans. It has been the basic promise of the Plans that democracy, wide-spread public participation and development along socialistic lines would secure rapid economic growth and expansion of employment, reduction of disparities in income and wealth, prevention of concentration of economic powers and creation of the values and attitudes of a free and equal society. Social welfare under the Plans is no more confined to the traditional concept of

ameliorative services of food, shelter and clothing, it has been extended to cover the curative services of education, health, recreation and family welfare, and the preventive services of economic and social development as well. The social welfare services under the Plans have, therefore, been related to the rehabilitative services of the displaced and the handicapped, the remedial services for the destitute and the delinquent and preventive services for strengthening the social institutions of family, neighbourhood and local communities.

1.11. There has been a general division of responsibilities among the Government and voluntary organisations in promoting welfare services in the country. The Government has primarily been dealing with statutory social welfare services and the voluntary organisations have been engaged in developing non-statutory services in the field. In 1953, the Government set up the Central Social Welfare Board to channelise financial assistance to voluntary organisations and to coordinate their activities, through the various State Social Welfare Advisory Boards. The Board has been helping nearly 6000 voluntary organisations to promote welfare programmes. The Central Social Welfare Board tends to provide a common platform to the representatives of the Government, the voluntary organisations and the people to discuss various social problems and to find their solution.

1.12. With the establishment of the Central Government, after independence, separate Ministries of Health and Education came into existence. Various social welfare activities were distributed among several Ministries. In 1964, a separate Department of Social Security was created at the Centre. The work of the Department related to the welfare of backward classes, general social welfare and village industries. The Department was re-organised in 1966 under the name 'Social Welfare', transferring (i) Social Security Measures, (ii) village industries and (iii) Children Museum and Bal Bhavans to the Ministry of Labour, Employment and Rehabilitation, Ministry of Commerce and Ministry of Education, respectively. A few more subjects were added to the Social Welfare Department. At present, the Department has the following subjects, to deal with :

- (a) Scheduled Castes, Scheduled Tribes Denotified (ex-criminal) tribes and other backward classes.
- (b) General Social Welfare including—child welfare and coordination of activities of other Ministries and organisations related to the subject.
- (c) Juvenile Delinquency and after-care programmes.
- (d) Education of the Handicapped.
- (e) Social and Moral Hygiene programmes (Social Defence).
- (f) Social Security measures; excluding those for industrial workers.

- (g) Central Social Welfare Board and the promotion of Social Welfare activities with the help of voluntary organisations through the programme of grants-in-aid.
- (h) All matter relating to prohibition, and
- (i) Liaison with United Nations Children's Fund (UNICEF).

1.13. From the year 1970 the Social Welfare Department is also executing the recently formulated nutrition programme for children up to 5 years of age.

1.14. The administrative pattern for social welfare varies from State to State. Some States with a large tribal population have separate Directorates for tribal welfare, for those of general social welfare, in some, both of these are placed under the same. At present fourteen States have Directorates of Social Welfare.

### **B. Magnitude of Social Welfare Problems—Survey of the needs and resources**

1.15. An eminent educationist has observed : "There is no end to the magnitude of problems of those persons who want assistance of some kind or another. What is needed is the development of a feeling of self-reliance, self-confidence and self-sustenance among the handicapped persons of any kind. External assistance will not solve all their problems. There is a big difference in charity and social work. Charity, no doubt, is a noble sentiment and donations play an important role in establishment and continuation of different institutions. But charity is not social work. Social work means getting rid of handicaps of various kinds—physical, mental or social, such as illegitimate birth, destitution, and so on . . . . ."

1.16. The Department of Social Welfare have in a written note informed the Committee that the surveys organised by the Central Social Welfare Board include various important subjects such as Social and Moral Hygiene, Aftercare Services, the Grants-in-aid system of the Centre and the States, Child Welfare and Child Care Services, and the reports thereon provide the most reliable guides for official as well as non-official agencies in the field of social welfare. In addition, the Board in collaboration with the Planning Commission, brought out standard books of reference like 'Social Welfare in India' 'Social Legislation' and 'Plan and Prospects of Social Welfare in India—1951-61'. A research study of the problems of juvenile delinquents in the State of Bombay was undertaken by the Children's Aid Society, with assistance from the Board. The latest research project which the Board has undertaken on behalf of the Planning Commission is the production of a directory of all-India Social Welfare Organisations 'Encyclopaedia of Social work in India' which provides authentic and up-to-date information about the growth and development of national social welfare organisations in the country.

1.17. The Board has been carrying out a continuous process of internal evaluation of its policies and programmes in the light of changing needs. The Inspectors and Welfare Officers regularly visit the projects and supervise the schemes of the Board to evaluate the work of voluntary organisations and the standard of Social Welfare Services. Research, Evaluation and Statistics Division has been created in the office of the Central Social Welfare Board from 1st November, 1969 and the following studies have been completed and brought out by the Division, so far :—

- (1) Programme at a Glance.
- (2) Patterns of Rural Welfare Service—Progress Analysis (1953—69).
- (3) Grants-in-aid to voluntary welfare institutions Progress Analysis (1953—69).

1.18. During evidence, the Additional Secretary, Department of Social Welfare stated “There are about 5 lakhs of children who are blind in this country—that is the broad estimate. There are 130 institutions giving training to blind people and the total number of children on the rolls of these institutions is 5,000. It is 5,000 as compared with 5 lakh children who are assessed to be blind. So it is only one per cent of the children who are covered by the institutions.” He added “In the same way, in the matter of deaf, there are about 2 lakh deaf children. There are 73 institutions with a total attendance of 4,000 which means about two per cent of the deaf children are receiving proper instructions.” About Orthopaedically handicapped, he stated “There are 5 lakh orthopaedically handicapped children. There are 24 institutions dealing with these children but, unfortunately we do not have the precise figures of actual attendance. It would probably be about 3,000”. About mentally retarded, he stated “The position is worse. It is estimated that there are about 20 lakh children out of whom 2,000 children are receiving attention in 51 institutions in different parts of the country. That comes to about one per cent of the children getting proper attention. So, that is the magnitude of the effort made as compared with the magnitude of the problem.”

1.19. When asked to explain as to how it was proposed to tackle the problem, the Additional Secretary stated “We have tried to work out some sort of *per capita* cost of looking after these children. If you multiply the number of children with the cost for each child, you can see the magnitude of the cost involved. For a regular residential school dealing with the blind, deaf and orthopaedically handicapped, the cost comes to about 2,000 per year per student. There is another way of instruction for the blind in what we call the ‘Integrated School’ *i.e.*, a blind boy attending normal school with a certain amount of assistance—for which the cost is less; it comes to about Rs. 300/-. This is the cheapest way of giving instruction to a blind boy and we cannot bring it lower than that. So,

when you multiply these 12 or 13 million handicapped children with the cost of 300 or 2,000 as the case may be, we will have an idea of the magnitude of the cost. It will run into hundreds of crores."

1.20. In regard to the programme of expansion, the Committee have been informed "We are, as a matter of fact, rendering services only at the national level in National Centres for the Handicapped which we have and are assisting the Voluntary Organisations to the extent funds are available with us. Therefore, any expansion programme will have to depend upon the total outlay made available to us in any Plan or any particular year. As the financial budget has not increased say, in 1969-70 and 1970-71, I might say, on the upward direction, the National Development Council having taken a decision that the physically handicapped programmes should go to the State Sector. We are, as a matter of fact, doing nothing special besides running the existing programmes and giving grant-in-aid to Voluntary Organisations."

1.21. In reply to a question the Additional Secretary, Department of Social Welfare stated "The Fourth Plan is of the order of 15,900 crores of which a bulk is taken up by the productive investment and infrastructure necessary for production. Then we come to the plan of social services which include the essential needs like education, health, water supply and various other things. That takes you up to Rs. 2,500 crores which forms part of about 16% of the Plan outlay. The Social Welfare which is the narrowest sector which we deal with now is allotted about Rs. 41 crores out of 2,500 crores. This Rs. 41 crores forms part of 1/4th per cent of the total plan outlay. This is the order of priority which has been fixed up. I repeat once again that I am not mentioning this in a sense of grievance but I am only saying that this is what our country can really afford for this sector. With pressure we may probably make this quarter per cent into half or one per cent. Still, we are in this one per cent stage and we are nowhere near meeting the 20 or 25 per cent of the project. This is the broad background with which we have got to work. Most of the activities of the Department in the sector of social welfare have contributed to a very good work with the limited resources that are available. The question arises from our point of view as to whether the quantity of the service rendered is maintained high enough. Of course the quantity is very small. We are trying to see that quality of the service is maintained. We tend to recommend more than this one per cent allocation. That is the general approach of the department to this problem." In regard to raising resources, the Additional Secretary stated, "We study the question of every possible kind of resources which goes into social welfare. The main sources are from the Central Government and from the State Governments. This is one source. Then there are the voluntary agencies and some small and some big which raise their own resources. Of course they are also assisted by Government but at the same time, on their own raise

some resources. Then there are religious and charitable endowments of various types throughout the country. They have got resources which go into the social welfare. . . . . Roughly Rs. 70 crores are coming from these religious and charitable foundations and institutions all over the country. . . . . Then there is a social welfare plan which gets about Rs. 8 crores. Out of Rs. 41 crores coming from the Central Government annually Rs. 8 crores are going to the social welfare annually. Then there is investment made by the State Governments. It is a little more than Rs. 15 crores or so. This is the income which the State Governments can think of. Then, there are voluntary agencies—small institutions, to which we give grant from the Central Board and various other agencies. There is something like Rs. 5 crores per annum on their own. All these, putting together, come to about Rs. 90 to 95 crores. We may put it roundly at about Rs. 100 crores. Out of this, the private agencies find resources of about Rs. 75 crores and the resources from Government come to about Rs. 25 crores. That is probably the broad break-up of the total resources going into the social welfare sector in the country from voluntary, Governmental and other agencies.”

1.22. In reply to a question whether he could suggest any methods under the given circumstances how to mobilise resources for the social welfare programme, the Government representative stated :

“On the question of raising resources. . . . . the Fourth Plan has taken into account every possible way of raising resources both through governmental taxation, savings, deficit financing and if we now say you raise now from 1/4% it merely is making inroad into that pool.

About religious charitable endowments of which I gave some figures this is a capital which accumulates over a period. In foreign countries large accumulations of capital are diverted for this purpose. We do not have very much possibility of that happening in our country.

This is about voluntary agencies. They are raising Rs. 5 crores approximately. There is some scope of increasing it if the local people get involved in that project. At the moment my experience is a few devoted workers undertake certain projects. They are able to raise funds. I know the case of a blind school in Bombay which raised Rs. 8-9 lakhs on their own and we contributed Rs. 2 lakhs. Here is the question of involving local people. On that I am afraid we are not effective either in the Department or in the Central Social Welfare Board. There is possibility of some extra effort put in that direction. Apart from that I do not see any large-scale resources coming.”

1.23. The Committee feel that the magnitude of the problem of Social Welfare is huge and the resources available are like a drop to the needs of millions which require more funds and a dynamic policy to ameliorate the distressing condition of the vulnerable section of the society in the country.

1.24. The Committee are distressed to note that Government have not been able to involve local people to the desirable level in implementation of the social welfare activities. They recommend that some serious effort should be made to develop contacts with the local experienced and devoted social workers with a view to involve them in meeting the increasing requirements of the Social Welfare projects.

### C. Social Welfare Policy

1.25 An eminent Social Worker stated during evidence that constitutionally the Social Welfare belonged to the State List; but the thinking of the Central Government is that they have the responsibility of promoting the economic and social planning under the Concurrent List. In a developing country, Social Welfare did not get as much importance as it should. It was added "There is no social welfare policy declared by the Government of India. I would request you and your colleagues that you insist that the Government of India must have a Social Welfare Policy, it will not be possible for the Government of India to implement that policy in the near future, as the economic policy and other policies. We are not able to implement immediately. If in other sectors it may take 10 years, in this particular sector, it may take 20 or 30 years. That does not matter. You should have a phased programme. As this Government is committed to a socialistic pattern of society, it must have a Social Welfare Policy."

1.26 During evidence, the Additional Secretary, Department of Social Welfare stated "It is a matter which has been under discussion at the Conference held over the last so many years for drafting a Social Policy Resolution which is just like the Industrial Policy Resolution, Scientific Policy Resolution etc. There have been a number of attempts made in some of these Conferences but there are two considerations. Firstly, if there is a policy resolution, I mean it assumes that there is a certain amount of follow up action, a fairly large scale action adequate to the magnitude of the problem, we have grave doubts whether any of these plans will be able to look after such a situation. But then again, it was felt—many people felt—that a Social Policy Resolution should still be drafted and adopted by the Government of India. Now our Department's recent approach is that we should first start with the 'Children'. After all 'Children' is the most important sector in the Social Welfare. So we have been working on 'Childrens' Policy Resolution on the lines of UNICEF Organisation and according to that resolution we started the work about 8 or 9 month back. We have got an Expert Committee. We drafted the Resolution, we consulted various



Ministries. At some stages we thought, we should also consult the State Governments and therefore they were consulted. We have now got the reply and it is now almost at the final stage ready to go to Cabinet for approval. So, this is the 'Children Policy Resolution' in which all the needs of the children are spelt out and the general priorities are assigned as to how the Government should tackle these things. So we felt that this is an important sector of the Social Policy Resolution. After this is done, it may be that we have to take-up the broader Social Policy Resolution but at the moment we are not very enthusiastic about it."

**1.27. The Committee agree with the views expressed that the Government of India being committed to a socialistic pattern of Society should have a Social Welfare Policy. They recommend that Government may consider this matter in all seriousness and formulate their Social Welfare Policy as early as possible. At any rate the 'Children Policy Resolution should be finalised expeditiously and concrete action initiated to implement it.**

## **CHAPTER II**

### **ORGANISATIONAL SET UP**

#### **A. Department of Social Welfare—General Social Welfare Division**

2.1. The Organisational set-up of the Department of Social Welfare is as follows—An Additional Secretary is incharge of the Department. There is one Director General Backward Classes Welfare and Ex-officio Joint Secretary; two Deputy Secretaries—one to look after the Social Welfare and Administration, and the other to look after the Welfare of the Scheduled Castes and Scheduled Tribes; One Adviser (Social Welfare); One Director of the rank of Deputy Secretary to look after the 'Nutrition' programme. Besides, there are five Under Secretaries, four Deputy Directors and three officers of other senior rank. The Department consists of a number of sections to look after the various programmes etc. relating to the Social Welfare.

2.2. The Department of Social Security came into existence on the 14th June, 1964 with the following broad subjects :—

- (i) Social Security,
- (ii) Social Welfare,
- (iii) Backward Classes and
- (iv) Khadi & Handicrafts.

2.3. These subjects were taken over from the Ministries of Home Affairs, Education, Labour and Employment, Industry and Health. In January, 1966 certain subjects which were being dealt with in the Department of Social Security went back to the Ministries of Education, Commerce and Labour and Employment and a new Department of Social Welfare was created. Its present functions pertaining to the General Social Welfare are enumerated below :

- (a) General Social Welfare.
- (b) Child Welfare and coordination of activities of other Ministries and Organisations in connection with the subject.
- (c) Orphans and Orphanages.
- (d) Beggary, Juvenile Vagrarancy, Juvenile Delinquency and other Care Programmes.
- (e) UNICEF.
- (f) Education and Rehabilitation of the Handicapped.
- (g) Social Defence.
- (h) Attached and Subordinate Offices concerned.
- (i) Grants-in-aid to Voluntary Institutions engaged in the Social Welfare.

2.4. The Committee have been informed, in a written Memorandum, by a Social Welfare Organisation that the problem of social administration in developing countries seems to be a problem of changing the legacy of colonial administration into a welfare oriented administration. The emergency of political independence and concept of a Welfare State in the broader context of the preamble, the Fundamental Rights and especially the Directive Principles of State Policy enshrined in the Constitution of India has changed the content and meaning of Social Policy and pattern of administration in India. The Department of Social Welfare at the Centre should deal with policy-making, planning, setting of priorities, coordination of welfare programmes, guidance to the States for implementation of welfare schemes as also to voluntary All India Organisations. It should set down a broad policy for Social Research, identify agencies such as voluntary bodies, Schools of Social Work, University departments, Research Agencies, etc. It should lay down a policy for man-power planning relating to Social Welfare. It may start pilot projects wherever needed. It should also be concerned with developing Central and State assistance—comprehensive programme of preventive, protective and ameliorative services for the weaker sections of society within the framework of a national social welfare policy and in keeping with the Directive Principles of State Policy as embodied in our Constitution.

2.5. Another Social Welfare Organisation has informed the Committee, in a written Memorandum, that the Department of Social Welfare need not have any changes in its functions, aims and objectives. Field work should be given more weight. This will be helpful to check rehabilitation and other development programmes of Social Welfare. The needs of handicapped and of others, needing social welfare facilities, may differ from area to area in the country. It, therefore, becomes very important that the Department of Social Welfare must see and check these needs on the basis of which the Department will arrange financial assistance or extend other facilities.

2.6. It has further been stated by the organisation that all the staff in the Department of Social Welfare must be so transferred that no staff remains at the same seat for more than 3 years. This factor is important as Department of Social Welfare has its main function to approve and sanction grants-in-aid. Stability at a post of an Assistant or an officer in a Department, therefore, may make for wrong methods or wrong conceptions as per the thinking ability of an official regarding certain institutions of his liking and as per his own psychology—a period of 3 years is quite enough for an officer to do justice to his responsibilities at a post.

2.7. In this connection, an eminent Social Worker stated during evidence before the Committee—“There is some meaning in the suggestion that the staff in the Department of Social Welfare should not be allowed to stay at one seat for more than 3 years to avoid stagnation in their thinking and

approach to the social Welfare problems. Change may be from section to section. Higher administrative officers who come from different places can go back; I think it is good for them. But, not technical people. We have hardly any technical persons in the Union Government or in the State Government. It is only those who are interested in doing the work stick to their work, I am talking of technical persons. It is much better to have them for a number of years as they are really interested in carrying on some programmes. Otherwise, if we change them, whatever little work is done will not be done."

**2.8. An eminent Social Worker represented that the staff in the Department of Social Welfare should not be allowed to stay at one seat for more than three years to obviate vested interest and stagnation in their thinking and approach to the Social Welfare Institutions. Another Social Welfare Organisation has urged that there should not be frequent changes in the interest of ensuring continuity and involvement in social projects. The Committee would like Government to examine the matter in detail and take remedial measures as necessary to inspire confidence in Welfare Organisations, institutions and general public in the objective and efficient functioning of the Department.**

#### **B. Attached and Subordinate Offices**

##### *(i) Central Social Welfare Board*

2.9. The Central Social Welfare Board comprises a General Body consisting of 39 members including its Chairman. The administration of the Board rests in an Executive Committee consisting of 11 members including the Chairman. There is a Secretary to the Board with an office comprising various divisions to execute and implement the policies and programmes of the Board. The main functions of the Central Social Welfare Board are as follows :—

- (a) to study the needs and requirements of social welfare organisations from time to time through surveys, research and evaluation in such manner as may be considered necessary;
- (b) to evaluate the programmes and projects of the aided agencies;
- (c) to co-ordinate assistance extended to Social Welfare Activities by various Ministries in Central and State Governments in the programmes entrusted to the Central Social Welfare Board;
- (d) to promote the setting up of Social Welfare Organisations on a voluntary basis in places where no such organisations exist and to promote additional organisations wherever necessary.
- (e) to render technical and financial aid, when necessary, to deserving institutions or organisations including Panchayati Raj Institutions in accordance with the scheme/principles approved by Government of India;

- (f) to promote social welfare activities intended for the general welfare of the public such as welfare of the family, women, children and the handicapped and assistance in cases of unemployment, under employment, old-age, sickness, disablement and other cases of un-deserved want;
- (g) to organise or promote programmes of Training in Social Work as and when required and also to organise and work pilot projects whenever necessary; and
- (h) to organise through its machinery emergency relief in cases of calamity, national, natural or otherwise wherever deemed fit or necessary.

2.10. In a written note, the Committee have been informed that the most important directive of the Five Year Plans, when they were started, was to encourage voluntary effort in the field of social welfare. The Central Social Welfare Board was set up by a Resolution of the Government of India in 1953 to assist in the improvement and development of welfare activities and in particular the activities mentioned in Sub-paras (a) to (e) of the foregoing paragraph.

2.11. The activities of the Board in different States are carried out through State Social Welfare Advisory Boards, which have been set up in each State and Union Territory. In addition to supervision and guidance in the field of Social Welfare, the State Boards serve as a link between the Central Social Welfare Board and voluntary welfare institutions.

2.12. The Central Social Welfare Board which had been functioning as a limb of the Government of India attained a legal status w.e.f. April 1, 1969 when it was registered as a Charitable Company under Section 25 of the Indian Companies' Act 1956. Under the new set up, the Central Social Welfare Board consists of 39 members, including the Chairman. The Chairman of the Board is appointed by the Government of India from amongst prominent Social Workers. The membership of the Board is constituted as follows :—

- (a) One woman representative each from the State Governments and three from all the Union Territories by rotation (the State Governments should be requested to nominate their representatives from among those who have had the experience of work with the State Social Welfare Board and Voluntary Social Welfare Organisations). 17+3=20
- (b) Two Social Scientists (Social Work Educators), two Social Welfare Administrators and five prominent Social Workers to be nominated by the Government of India. 2+2+5=9

(c) One Chairman, preferably a woman, to be nominated by the Government from among prominent social workers of All India status.	=1
(d) One representative each from the Ministries of Finance, Health, Community Development, Education and Social Welfare and one from the Planning Commission; and	=6
(e) Two members from the Lok Sabha and one Member from Rajya Sabha to be nominated by the Speaker, Lok Sabha and the Chairman, Rajya Sabha, respectively.	=3
<hr/> Total	<hr/> 39 <hr/>

2.13. The administration of the affairs of the Board is vested in an Executive Committee consisting of Chairman, a representative each of the Department of Social Welfare, Ministry of Finance, Department of Community Development and the Ministry of Health and Family Planning and six other members of the Board selected from members of the General Body. The Executive Committee shall however, reserve for the decision of the Government (a) any programme or scheme involving a recurring or non-recurring expenditure of Rs. 1 lakh or more per annum, (b) creation and appointment in respect of posts whose maximum salary exceeds Rs. 1,000/- per month and (c) Rules of the Company, Governing conditions of Service of the Employees, Provident Fund and other Rules. The Company shall submit to the Government its annual budget for approval.

2.14. The Auditors of the Company shall be appointed or re-appointed by the Central Government on the advice of the Comptroller and Auditor General. The authority appointed by the Comptroller and Auditor General for auditing the accounts of the Board will submit its report to him for such action as he may deem fit. Alterations and additions in the Articles of Association of the Board should require prior approval of the Central Government. In terms of Article 39 of the Articles of Association of the Company, the Government of India may also in the public interest, issue directions or instructions to the Company in regard to the finances and conduct of business of the Company and the company shall comply with and give effect to such directions or instructions.

2.15. In reply to a question as to how the Central Social Welfare Board coordinated the activities of various Ministries in Central and State Governments in respect of the programmes of the social welfare; as also how they kept a watch over the progress made by the various Organisations in regard to the utilisation of the grants given and achievements made by them, the Committee have been informed, in a written note, that (a) The Central Social

Welfare Board integrated its rural welfare programmes with the schemes for welfare of women and children in Block areas, sponsored by the Department of Community Development by locating all Welfare Extension Projects in the National Extension Service or Community Development Blocks. The Board also secured the assistance of the Ministry of Home Affairs in implementation of its programmes for training tribal women for welfare work in multipurpose Blocks. The other examples are, coordination with the Ministry of Information and Broadcasting in Publicity programmes, with the Ministry of Education in Welfare schemes for the physically handicapped and with the Ministry of Health in the implementation of training programmes for health personnel in connection with Welfare Extension projects. Coordination is further attained by reciprocal representation on various committees and functional bodies as also by exchange of relevant information at various levels. This helps to avoid duplication or overlapping in social welfare measures. (b) The institutions have to furnish proper accounts and reports of their activities for the grants sanctioned to them and releases are regulated on the basis of this information. Besides, periodical supervision/inspection of the activities are also being conducted by the members of the Central/State Boards and the Inspectorate staff attached to each of the State Boards.

2.16. The Committee have been informed, in a written note, that the question of organising a field counselling service for the effective implementation of the welfare programmes of the Central Social Welfare Board, has been engaging the attention of the Board for a long time. The Board has already a field inspection staff consisting of 45 Inspectors and Welfare Officers, who undertake periodical inspection of the institutions and projects aided by the Board, and provide guidance in maintaining accounts, keeping records etc. in a regular manner and advise in the effective working of the aided schemes and in improving the standards of services. After the Board became a Company a small Division *viz.*, Field Counselling and Inspectorate Division was set up in the office of the Board from November, 1969. The Board has finalised a scheme for training all the field inspection staff in the Orientation Course on Field Counselling. This would equip the field inspection staff better, with the know-how in the methods and processes of counselling and lead to improvement of social welfare activities. As regards the achievements and improvements in the standard of services, it will become noticeable only at a later stage, after necessary training in field counselling has been imparted to all the Field Inspection Staff.

2.17. In reply to a question as to what were the promotional activities undertaken by the Central Social Welfare Board, the Secretary of the Central Social Welfare Board stated "In our Memorandum of Association our functions have been laid down and one of the functions is promotional. These promotional activities have to be in backward areas, in areas which have not been tapped, but we cannot do it because the allotment that we receive is very limited, *i.e.* six crores. 120 to 130 lakhs we get for grants-in-aid, holiday

camps and so many other schemes which we are operating. Out of this we are giving grants on one year basis to the various institutions. Bigger institutions are being given grants on plan period basis, *i.e.* five years. 40 lakhs is thus only available for grants-in-aid to 2,300 institutions. It is a very small amount. Then we are also giving to the handicapped people, to the destitute women and we are also trying to promote the nutritional programme. But that is meagre because our quantum of grants is very low. Even that we cannot meet out of the allotment that we receive from the Government. We have placed before the Government that for new projects more grants should be given.

Regarding this promotional thing, why we cannot do is, that we cannot sustain our present activities. Last year there was a backlog of 20 lakhs. The institutions sometimes take time in settling the account and we do not issue grants till they have done so. Next year they settle the accounts and they ask for grants; these grants are to be given because it is committed. The question is how to find funds for the new institutions, because promotional means development of new institutions. All the state Boards are clamouring for additional money for promoting new activities in areas where it is most needed. Therefore, unless our funds are increased, we cannot go in for any promotional work."

2.18. The Additional Secretary, Department of Social Welfare added "The Central Social Welfare Board was originally brought into being years ago with three objectives in view. They were supposed to stimulate the growth of voluntary agencies by assisting them and by creating proper atmosphere. Secondly, the CSWB was expected to take the initiative in developing the programme in new sectors, *i.e.* something like pioneer work in social welfare. Thirdly, they were supposed to maintain the quality of programme by a proper inspection what is happening in the field. And the Government did its part by making fairly a large sum available to the CSWB of the order of Rs. 1½ to 2 crores of rupees for implementing these programmes. It was supposed to be something like a nucleus fund which will snow-ball and the voluntary agencies will be brought into being and there will be more funds mobilised and the programme will gather momentum. The object of the initial grant of rupees 1½ to 2 crores was to act as nucleus of a fund which the CSWB could operate. But the other functions of maintaining the quality and the stimulating growth of the voluntary agencies were primary ones. Now, what is happening is this. This Rs. 1½ to 2 crores which is being handed over has remained stagnant. Earlier, when you asked, I mentioned how the figure is remaining stagnant. The CSWB reduced itself to a sort of grant giving agency; utilising that as the fund available without making any serious attempt in other directions. As a department, I am making a responsible statement. I am making this not with the object of creating bad blood, but with the object of helping the Committee in understanding the real position. So, originally we said; we will give Rs. 1 crore and with that you give grant-in-aid to the institutions. Let the institutions function for sometime and let



them mobilise more resources. And more institutions will come into being. We accepted that this fund would be available for work in new directions and producing new programmes. And lastly, the main function of the Board was to maintain the quality of these programmes by regular inspection. This was the general perspective which we expected would be followed in the policy adopted over the last 15 years. What is happening is this. This grant has been distributed to a number of agencies. And anybody who gets Rs. 5,000 last year is expecting to get this year and also next year, and it goes on for ever. And this sum of Rs. 2 crores is not enough for 2,000 institutions. Every institution is now more or less beginning to feel that it has got a right to this. And the CSWB feels itself very helpless in reducing the grant to any institution. I think the idea will be that any institution will be helped upto a period of two to three years and even up to 5 years. By that time, it should be able to stand on its own feet. In the meantime, new institutions should come into being. They will be assisted in this fashion. But what is happening is, that the budget is more or less stagnated. No new institution can come into being because the CSWB has no money. All the money that it has got is tied up to the grants to the existing institutions. So, today the position is that a large number of new institutions are asking funds from the CSWB and they are not able to provide. They immediately turn round and ask us for money. . . . . Ultimately it is merely the Government funds that are increasing. The very initial object of creating the CSWB is defeated . . . . . The problem now is how to encourage the new institutions by giving them a little initial grant. Now, I have given a tentative suggestion to them : You cut down the grants to the institutions which have been getting for longer time of 5 or 6 years—by that time, they should make an effort to stand on their own feet. And earmark 20% for new institutions and for new ventures. Otherwise no new institution will come up.”

2.19. The Additional Secretary stated “As regards the point of maintaining the quality of the programme, I must say that the Board is doing good work. Their inspectorate staff are maintaining a regular inspection of the Voluntary agencies and that object is being achieved, but the second object of creating new institutions is being defeated.”

**2.20. The Committee are constrained to observe that the Central Social Welfare Board has reduced itself to a sort of grant giving agency only and the grants given by them have remained stagnant in as much as all their money has been tied up in giving grants to the existing institutions only from year to year to the detriment of the new institutions whom they have failed to provide funds thus defeating the very objective of encouraging new institutions for which the Board was created.**

**2.21. The Committee would, therefore, recommend that the policy of giving grants to voluntary institutions by the Board should be reviewed keeping in view the following factors :**

- (i) that an institution should be given grant for about two to three years with a view to enable it to stand on its own feet and thereafter the grants may be reduced gradually; and
- (ii) that atleast 20% of the moneys for grants may be earmarked for new institutions and new ventures with a view to encourage them.

*Maintenance of accounts*

2.22. In reply to a question as to whether accounts were being properly maintained by the institutions of handicapped etc., the Additional Secretary, Department of Social Welfare stated during evidence, "They have a system of accounting. They have got a large number of inspectors. We recently appointed an officer to go into the whole question of maintenance of accounts. He would be able to prepare a standard pattern of accounting and maintenance of documents. This would make the work of control exercised by the Central Board and State Boards easier. The preliminary inspection done by this officer shows that they are doing fairly well."

2.23. The Secretary, Central Social Welfare Board added that "There is a provision for the post of a Financial Officer in the Board; but we have not been able to secure the services of any such officer. We are in correspondence with the Comptroller and Auditor General. . . Our State Boards are subject to the audit of Accountants General concerned of the State. These individual voluntary organisations have to get their accounts certified by the chartered accountants."

2.24. The Committee hope that the standard pattern of accounting and maintenance of documents will soon be evolved by Central Social Welfare Board for the institutions concerned with a view to enable the Central Social Welfare Board and State Boards to exercise proper control over them.

2.25. The Committee have been informed by the Secretary of the Central Social Welfare Board that there is a provision for the post of a\* Financial Officer in the Board; but they have not been able to secure the services of any such officer. The Committee are not aware as to how long this post is lying vacant; but they are of the opinion that a body like the Central Social Welfare Board which disburses grants to the tune of several lakhs of rupees should not remain without a Financial Officer for a long time. The Committee would urge upon the Central Social Welfare Board to take early steps to appoint a Financial Officer.

*Raising funds by Central Social Welfare Board from other sources*

2.26. A Social Welfare Organisation has suggested to the Committee, in a written note, that it is important that institutions doing social work may not be allowed to suffer financially or may not be forced to collect donations from public. This process of asking donations wastes much of the time

\* The Department of Social Welfare have informed the Committee at the time of factual verification that the appointment has been made.

of the technical personnel of the institutions. According to the past experience it is not easy to collect funds from a common man as actually he himself does not pass so much money to part with for a scheme of this nature.

2.27. An eminent Social Worker, during evidence, stated "I am sorry I do not agree to the suggestion that institution doing social work may not be forced to collect donations from public, because voluntary organisations are bound to collect money, and money may not be in cash but in kind and also they are collecting voluntary work from members. These are all donations."

2.28. In reply to a question as to how is it that the Central Social Welfare Board being a charitable company, does not raise funds from sources, other than Government, the Additional Secretary, Department of Social Welfare stated "That is a big question which has been asked and which has to be asked repeatedly. Whether it is an autonomous body or not, Central Social Welfare Board should tap other sources. We have asked them repeatedly but at the moment it does not seem to be having any particular activity in that direction. When we created the Board into a charitable company one of the ideas was that they should begin to function like some of the Foundations in the United States where they will be assisted to some extent from public funds but they will be drawing very heavily from private resources also. Unfortunately, in this country neither the Central Board nor the State Board have been able to act as a bridge between the private parties and the public funds. This is one of the important roles. But I am afraid they have not made any effort nor are they moving in that direction."

**2.29. The Committee agree with the view that the Central Social Welfare Board should tap other sources to raise additional funds to meet the growing demand of the Social Welfare programmes and should not be solely dependent upon Government grants. They recommend that the Central Social Welfare Board and the State Boards may examine as to how best they can act as a bridge between the private parties and the public to raise more funds to achieve the desired goal.**

#### *Expenditure on establishment*

2.30. The Committee desired to know whether Government agreed with the allegation that the Central Social Welfare Board was spending more on establishment than on the work which they were supposed to do. The Additional Secretary, Department of Social Welfare stated "Actually we accepted that the Central Social Welfare Board should do house keeping within 25 lakhs per annum. That is the level over a number of years. Every year they are exceeding by two or three lakhs, and this is a matter between us and the Board, a sort of a running dialogue, sometimes hot and

sometimes cool. I may mention that we are making effort on our part to keep administration charges low. Meanwhile the Board itself set up a Committee which went deeply into their problems and wanted to effect economies possible. But they came up with a recommendation that the staff should be increased. The department could not accept it. After all this dialogue with them, we said that staff Inspection Unit (STU) of the Department should go into their whole staffing organisation and make recommendations."

2.31. The Joint Secretary and the Financial Adviser of the Ministry of Finance further supplemented that "The Executive Committee agreed that there should be a study by the SIU. The Committee decided that SIU should submit the Report within three months. Working on that Resolution, I requested the Director of the SIU to take up this study on a priority basis and complete it within three months. I sent him a copy of the Resolution. When he wrote to the Central Social Welfare Board, the Board replied, we do not agree to it and said, 'who has asked you to come here?' I have sent that paper to the Additional Secretary to take up this matter with the Central Social Welfare Board because it was on the basis of their Resolution that the SIU agreed to take up this work."

2.32. On behalf of the Central Social Welfare Board, their secretary stated: "On the point of explanation I may say that it was not decided that SIU should come. The matter was only discussed in the Committee. We always get intimation from our administrative Ministry *i.e.*, Department of Social Welfare. From them we received a letter a few days ago whether you want SIU or not? Our Chairman's views have been asked and the Chairman said that 'it is not necessary at the moment'. And we placed this at the next meeting of the Executive Committee. In the meantime, an ordinary letter came—just an order directing us. And after 5 minutes of that somebody was ringing up saying that 'we are coming on Monday' etc. I took the Chairman's permission. Being an autonomous body it is we who have to decide. It is the Executive Board which has to decide about the policy. So, in the next Executive Committee meeting it was discussed and it was decided that we accept the SIU on principle and that SIU should come and examine. The Audit-party was also there at that time. We are not having over-staff, as it has been alleged. We are under-staffed. This is what Brigadier Pennathur (Retd.), our consultant said. But the consultant's report was not accepted though with the department's concurrence and with the Finance Ministry's concurrence he was appointed. In our headquarters of Central Social Welfare Board, we are spending only 5.36% that means less than 6% on establishment. It is not even 10%. And about the State Social Welfare Board establishment 50% is given by the State Governments and we are giving 50%. That amounts to 4.28%."

2.33. It was pointed out that in his report Brigadier Pennathur (Retd.) had stated that though the Central Social Welfare Board's working hours

started from 9.30 A.M. but not much of activity took place before 10 A.M. and later. The system of singing the Attendance Register existed but not taken very seriously. On several occasions, a few officers and other staff had not reported for work up to 10.50 A.M. Many of the complaints of shortage of staff might conceivably be traced to this one single factor. Many heads of divisions did not have any special duties allotted to them personally apart from the supervision of the division. The Secretary of the Central Social Welfare Board stated "We have taken note of the observations and we are very much indebted to him because he has conducted the enquiry very impartially. We took remedial steps regarding the attendance. This has now improved. This has been brought to the notice of the divisional heads. Surprise checks are being done by the Chairman. Things have improved. About the second point, there were as many as 17 APOS. They were called supervisory officers. They thought that their duty was to supervise. They were not doing any original work. Since November last year, we have organised the whole thing; they have to do the work now. . . . We are not like a Government office for the purpose of staff. We do not get the people through U.P.S.C. During the last 15 years, people have been recruited on various considerations. We have got a good number of ladies in our office. They want to leave office earlier or come late. There is some difficulty. We wanted to change the office hours but that was not done. There are about 50% of these ladies and there are several persons also, who in my opinion, are not qualified as Government departments are having. That is why, we cannot work just like government departments. We have some special problems. In spite of these limitations, we are trying our best to improve and we are trying to make every person work as much as possible during the office hours."

2.34. In a written note the Committee have been informed that "The Staff Inspection Unit of the Ministry of Finance had made an assessment of the staff in the Central Social Welfare Board once in 1965. The Board, however, did not implement the recommendations of the SIU.

In January, 1970 the Executive Committee of the Board accepted the recommendations of the staff Re-organisation Committee appointed by the Board. These recommendations were based on the assessment of staff made by Brigadier Pennathur (Retd). The Board forwarded those recommendations to the Department of Social Welfare for approval. The Department informed the Board that the recommendations of the Staff-Re-organisation Committee of the Board were not acceptable to it and that the SIU could be asked to study the work load in the Board's office, if so desired by the Board. At its 8th meeting held in August, 1970 the Board's Executive Committee decided that the Staff Inspection Unit be requested to make the inspection, but it should examine the recommendations of Brigadier Pennathur (Retd.) on the basis of the norms laid-down by the Government instead of making its own independent assessment. The Com-

mittee also emphasised that the work should be completed within a period of three months, if possible. The Department of Social Welfare did not agree to this and therefore informed the Board that the question of examination of the recommendations of Brigadier Pennathur (Retd.) by the SIU did not arise.

The SIU could be asked to make only an independent assessment of the work load in the Board's office, if the Board so desired. In the meantime, in view of the earlier decision of the Executive Committee of the Board, the Ministry of Finance on 24-10-1970 informed the Board that the SIU would be taking up the study of the Board from October, 1970 to March, 1971 and that arrangements be made for the purpose. The Board did not agree to this study proposed by the SIU since such a study did not contemplate examination of the recommendations of Brigadier Pennathur (Retd.).

The Executive Committee of the Central Social Welfare Board at its 9th meeting held in November, 1970 again decided that the SIU might undertake the study after the current financial year for which it should give an advance notice of one month. The Committee, however, also resolved that the recommendations of the SIU should not be made binding on the Board which is having an autonomous status. The Department is of the view that the proposed study by SIU may not serve any useful purpose, if the Board do not agree to implement the recommendations of the S.I.U. This decision has been communicated to the Central Social Welfare Board by the Department of Social Welfare in consultation with the Ministry of Finance."

**2.35. The Committee are unhappy to note the sorry state of affairs prevalent in the office of the Board as pointed out by Brigadier Pennathur in his report regarding attendance, the work done by supervisory staff and certain other irregularities and accepted by the Secretary to the Board during evidence. They regret that the Board did not implement the recommendations made by S.I.U. as early as 1965 and that their attitude towards the proposal of Government for further study of work load in the office by S.I.U. in 1970 was far from cooperative as they insisted that recommendations of S.I.U. should not be made binding on the Board being an autonomous body.**

**2.36. The Committee are convinced that the S.I.U. should be asked to examine the work load vis-a-vis the staff position in the office of the Central Social Welfare Board and to make concrete suggestions to effect economy and improve the performance at all levels, as early as possible and the Board should agree to implement these recommendations.**

(ii) *Social Welfare and Rehabilitation Directorate*

2.37. The Directorate was established from the Women's section functioning originally in the then Ministry of Rehabilitation for tackling the residual problem of unattached refugee women and children in the Union Territory of Delhi. This establishment now caters to the needs and welfare of local women also.

2.38. It has under its control (1) Kasturba Niketan which is a Home for displaced unattached women and children, (2) 20 training centres to provide training in handicrafts, Tailoring, Embroidery, knitting, weaving etc. The production wings attached to these centres provide work to the women, (3) a central cutting section for cutting the cloth for making uniforms for Class IV staff and (4) a Refugee Handicrafts shop for sale of goods produced at the training centres.

*Refugee Handicrafts shop*

2.39. In reply to a question, the Director of the Social Welfare and Rehabilitation Directorate stated "The Refugee Handicrafts Shop was established about 14 years back and has been continuously making net profits. The profits have been steadily rising. From 1963-64, when the figure was Rs. 2,200 in the next year the figure was Rs. 7,800. Then it rose to Rs. 9,400. Then again it went up to Rs.12,400. Then it was Rs. 13,400 and in the last financial year it was Rs. 23,200. We are preparing the balance sheet according to commercial procedure. The net profits have been going up because the turn-over of the shop and the production activities have been going up. This is all about the profitability."

2.40. He further stated "Now there are other items also which we are prepared to deal through the Refugee's Handicrafts Shop. Sometime back the Department of Social Welfare had made a suggestion to us that some of other units products could be displayed at our shop to which we had no objection. Last year, the Institute for the Blind at Dehra Dun (a Departmental Organisation) had some marketing problems and we have been trying to build a revolving fund and there was a lot of correspondence. The A.G.C.R. had approved the accounting procedure of a revolving fund. But, after going into the various things, the Ministry of Finance felt that a revolving fund could not be reviewed because it would involve certain complications with regard to the accountability etc. That is the position."

2.41. The Committee are glad to note that the Refugee Handicrafts Shop is showing profits year after year and that the balance sheet is being prepared according to commercial procedure.

2.42. They would like Government to examine if the activities of the Refugee Handicrafts Shop could further be expanded to help the sale of products of other units to the best interests of the persons for whom these Schemes are being run.

*Training-cum-Production Centres*

2.43. The Director, Social Welfare and Rehabilitation Directorate stated during evidence. "We retain a percentage of the wages due to the women as 'Centre Charges'. This is a very old formula because the bulk of the work done by the wage earners is through stitching of Central Government Employee's liveries. The rates paid are not comparable with those charged by the commercial people which are much higher. If these people are allowed to compete with the contractors then they won't be able to compete, in no time they would be thrown out. In fact efforts have been made to throw out these women by introducing an element of commerciality. Even now, the Department of Posts and Telegraphs who have been getting all the work done from us, have a proposal to this effect and if they will get it done from outside, it will of course be cheaper to them. We are going to reply to them that though it will be cheaper to them but that will be at the cost of the livelihood of a few hundred destitute people towards whom Government has a moral obligation. Even otherwise too government would have to pay much for their alternative rehabilitation. Now we retain a portion of the wages earned by the women because the collection of work to be done is done by us. And it has been observed that things offered absolutely gratis lose charm and also the sense of involvement is lost."

**2.44. The Committee hope that every effort will be made by Government to attract more and more Government Departments and also large Organisations in public and private sector to give work to the Training-cum-Production Centres so that the destitute people towards whom Government have a moral obligation, continue to have an assured means of earning their livelihood. The Committee would also urge upon the Government to see that the Training-cum-Production Centres spare no effort to maintain and improve quality and offer competitive rates to attract more business.**

*Training Course run by the Directorate of Social Welfare and Rehabilitation*

2.45. The Director, stated during evidence "We are giving two types of training. One is training in skills and the other is training in production capabilities. On the production side we are giving training in machine embroidery, weaving, soap-making, dusters and masalas. This is what we mean when we talk of the wage earners. We train these people and thereafter provide the work; the whole thing is processed for us and marketing is done by us.

Then there is a diploma course for the years open matriculates. The training we give there is in tailoring, cutting, hand embroidery, knitting and machine embroidery. The holder of this diploma is qualified to act as a trainer or teacher. It is like Junior Training Course. The person can take up a job like sewing instructor. Delhi University recognises only diplomas which are post-graduate. This is a post-matriculate diploma and, therefore, its recognition has been got from the Delhi Board of Higher Secondary.



As regards job opportunities we have never tried to train them only for jobs because the job opportunities are quite limited. This training is oriented both for employment and for seeking a job. Many of our people, we have employed ourselves and whenever we have got a vacancy the number of people who have responded is not very high and that is why we feel that they have not much problem of job. But we have not maintained statistics about the people who are employed but the pressure for employment on us is not very high."

**2.46. The Committee would like Government to keep proper statistics about the number of people who get employment after getting training from the Social Welfare and Rehabilitation Directorate to enable them to come to correct conclusions while reviewing the progress made in regard to the training programme.**

(iii) *Central Bureau of Correctional Services*

2.47. The Central Bureau of Correctional Services, Government of India, owes its origin to the recommendations of the 8th All India Conference of Inspectors General of Prisons which met at Bombay in 1952. This was reiterated by the All India Jail Manual Committee in 1959, which emphasised the need for a Central Agency like the Bureau.

2.48. As a consequence, the Central Bureau of Correctional Services was created in 1961, with the following objectives :—

- (1) to standardise the collection of facts and statistics relating to crime, prisons, probation and other kinds of correctional work on a national basis;
- (2) to coordinate the work and to develop a uniform policy for prevention of crime and treatment of offenders;
- (3) to assist in the exchange of information with regard to crime prevention and correctional services and to provide technical knowledge and assistance and other information either generally or on specific programme;
- (4) to exchange information where necessary between India and foreign Government and with the United Nations;
- (5) to promote research and training of staff, undertake studies and surveys and to carry out research and experiments where necessary in the field of social Defence;
- (6) to disseminate information and to stimulate interest by publications on the prevention of crime and treatment of offenders.

2.49. Since its inception the Bureau has been reviewing the progress made by different States in the field of Prison Administration and other Correctional Services.

2.50. The Committee have been informed in a written note that—

- (a) The various programmes at present being executed by the Central Bureau of Correctional Services through the State Departments dealing with correctional matters are :—
  - (i) Prison reform and welfare services in prisons.
  - (ii) Prevention and control of juvenile delinquency—implementation of Children Acts for care, protection and treatment of neglected, destitute, victimised and the delinquent children.
  - (iii) Non-institutional services for the treatment of juvenile beggary, vagrancy and delinquency.
  - (iv) Probation programmes under the Probation of Offenders Act.
  - (v) S.I.T. and implementation of the Act, Prevention programme of Social & Moral Hygiene, protective and correctional homes for women and girls, rescued from brothels.
  - (vi) Prevention and control of beggary, statutory implementation as well as social assistance programmes such as old age pensions, homes for the handicapped, aged and infirm.
  - (vii) After-care services and rehabilitation for those released from correctional and non-correctional institutions as for example released prisoners youthful offenders, women and children released from various institutions through Governmental as well as voluntary agencies throughout the country.
  - (viii) Collection and compilation of statistics by the Bureau on a national basis from all the above programmes.
  - (ix) Periodical review of development in the field under plan and non-plan services.
  - (x) Research and publication including publication of the quarterly journal.

2.51. In regard to the new schemes for development contemplated in the Fourth Plan, the Committee have been informed that the Social Defence Schemes were centrally sponsored schemes under the first three Plans and 50% of the expenditure on approved schemes was provided by the Government of India. From the beginning of the Fourth Plan the Social Defence schemes have been transferred to the State Sector.

2.52. As regards the scheme for development in the Fourth Plan only one central scheme covering the development of the Central Bureau of Correctional Services now figures in the Central Plan to cover the fields of training; national and Regional-level for various cadres of correctional workers,

research by the Bureau, collaboration with the other agencies and publications with a view to disseminate and exchange information at the National and International level. A total of Rs. 21 lakhs is contemplated, to be spent during the 4th Five Year Plan for Central Schemes.

2.53. As regards the various programmes on training, research and field services in Social Defence undertaken by the Bureau since its inception, their purpose and achievement, the Committee have been informed that the correctional field and various services under it lie within the purview of the State Governments. The function of the Bureau is to coordinate and technically assist State Governments in introducing new and scientific technique for the prevention of crime and the treatment of offenders. The Bureau also attempts laying down minimum standards, model schemes and draft legislation and rules. Several new laws in the correctional field were introduced.

2.54. A Central Advisory Board on Correctional Services under the Chairmanship of the Minister for Law and Social Welfare and the Director, Central Bureau of Correctional Services as Member-Secretary was set up in December, 1969 with a view to coordinate interministerial and inter-State programmes to advise the Central and State Governments to efficiently develop social defence services. The first meeting of the Board was held in March, 1970. Training programmes and orientation courses are frequently held by the Bureau.

2.55. The main work of the Bureau is technical such as analysis of the various draft legislations, preparation of model schemes, minimum standards, finalising reports of the various all India committees, study teams, training courses, servicing various committees and boards set up by the Government, compilation of statistics, production, editing of articles and special material, publication of quarterly journal 'Social Defence' and other brochures.

2.56. In reply to a question as to how the Central Bureau of Correctional Services standardised the collection of facts and statistics relating to crime, prisons, probation and other kinds of correctional work on a national basis, the Committee have been informed, in a written note that—The Central Bureau of Correctional Services has prescribed standardised sets of forms for collection of statistical data from different States on a national basis. Mass statistical data on these are standardised and compiled by the Bureau bringing out comparisons and trends in the fields of correctional services in the country. The results such compilation enables the Bureau to assess the progress, in the implementation of various correctional schemes in States and to suggest measures for further improvement in implementation of programmes. The statistical statements thus compiled on various topics, are published in the journal "Social Defence" every quarter. Statistics are also collected for various *ad hoc* purposes, such as Committee Reports. These include Kidnapping of Children, Moral and Social Hygiene Institutions, premature releases, children in prisons, plan progress, various study groups,

youthful offenders, women offenders, children prisons. State Departments often express the need for having a statistical and research cell at the State headquarters but they have no staff sanctioned and this hampers the smooth flow of statistics at the primary level. The Central Bureau of Correctional Services has standardised statistical forms on the various subjects dealing with Social Defence and statistics are collected annually from all the States, which are compiled and printed regularly in the 'Social Defence' quarterly. In the absence of proper statistical cells at the State level, the returns are not being received in time. The Bureau has been able to finalise comparative data for five years on several schemes. In 1964, the Bureau was placed under the Department of Social Security.

**2.57. The Committee recommend that Government should find ways and means to persuade State Governments to establish proper statistical cells at the State level so that the statistical information on all India basis could be collected to enable the Bureau to assess the progress made in the implementation of various correctional schemes in States and to suggest measures for further improvement in implementation of programmes.**

**2.58. The Committee need hardly stress that there is greater scope for intensification of efforts on the part of the Bureau in the fields of prison reform, prevention of juvenile delinquency, probation programme, prevention of beggary etc. and they hope that suitable remedial steps would be taken from time to time to achieve the desired results in all these fields.**

**2.59. The Committee would also like that Government should continuously study latest developments in these fields in other countries with a view to adopt such measures which are suited to our conditions.**

2.60. In regard to Social Defence Legislation, the Committee have been informed, in a written note that in case of all Social Defence legislation or amendments the Bureau scrutinises them and offers technical comments to the Ministry of Home Affairs and Department of Social Welfare they are finalised or given President's assent.

2.61. Some legislation in progress are stated to be as under :—

- (1) The Himachal Pradesh Restriction of Habitual Offenders Bill, 1969.
- (2) The L.M. and A Probation of Offenders Rules, 1964.
- (3) Identification of Prisons (Maharashtra) Bill, 1969.
- (4) The Himachal Pradesh Habitual Offenders Bill, 1969.
- (5) Indian Penal Code (Amendment) Bill to amend Section 363 (a) of I.P.C. by the Centre.
- (6) S.I.T. Act (Amendments under consideration).
- (7) Assam Children Act, 1969.

- (8) Rajasthan Children Act, 1969.
- (9) Madhya Pradesh Children Ordinance 1969.
- (10) Bihar Children Act, 1969.
- (11) Extension of Central Acts to Pondicherry, Goa, Daman and Diu and Jammu and Kashmir.

During the last ten years, similar legislation on Corrections were adopted in the country with which the Bureau was primarily concerned.

2.62. In regard to achievement of the Bureau, it has been stated that substantial progress was achieved during 1969, as a result of constant contact by the Central Bureau of Correctional Services. The State Governments of Assam, Rajasthan, Bihar and Madhya Pradesh have framed the Children Acts. The Government of Punjab and Haryana have also implemented Children Act during 1969. The Government of Himachal Pradesh has enforced the Children Act in 1969. The Bureau is helping them in setting up the field services such as framing of rules, setting up of Juvenile Court, Remand Home, Certified School and so on. The Bureau has also planned technical exchange programme and Inter-State Study Teams of senior correctional officers to facilitate on-the-spot visits and discussions by senior officers.

**2.63. The Committee note that in regard to Social Defence Legislation, the Central Bureau of Correctional Services has made some progress as a result of constant contract by the Bureau with the various agencies concerned. Some State Governments have framed Children's Acts and some of them have implemented them also. The Bureau is helping them in framing rules and setting up the field services like, Juvenile Courts, Remand Homes, Certified Schools and so on. The Committee, however, hope that further progress will be made by constant endeavours in this direction.**

#### *Exchange of information with foreign Governments*

2.64. In reply to a question as to what kind of information was exchanged by the Bureau with the foreign Governments etc., and how far this mutual exchange of information had been beneficial in the furtherance of Social Welfare activities, the Committee have been informed, in a written note, that the Bureau brings out a quarterly journal 'Social Defence' which is the only forum for exchange of ideas in the field of correctional services in the country. Various foreign journals on the subject, viz. Federal Probation, Canadian Journal of Corrections, American Correctional Journal, etc. are obtained in exchange of our journal 'Social Defence'. Important news published in these correctional journals are summarised sometimes in our quarterly journal for information of the personnel working in the field. Some of the articles published in our journal 'Social Defence' has been reviewed abroad and printed in the Journal 'Federal Probation'.

2.65. The Director, Central Bureau of Correctional Services functions as U.N. Correspondent in the field of Prevention of Crime and Treatment of Offenders. The function of the U.N. Correspondents is to collect information on various aspects of prevention of crime and treatment of offenders.

2.66. The Director, represented India at the United Nations Consultative Groups meeting at Geneva in August, 1968 and was elected Chairman of the Group for Social Defence Training. Exchange of ideas took place with various other national representatives. A review of Standard Minimum Rules for Treatment of Prisoners in India was circulated.

2.67. A statement on Indian Position "Social Defence in India" was finalised for the Fourth United Nations Congress on Prevention of Crime and Treatment of Offenders held at Kyoto in August, 1970 and was circulated to all the national delegations representing 85 countries. Similarly, their national statements were collected for our information.

2.68. The Bureau undertakes research on the subjects commended by the United Nations. One such review in progress is a study of United Nations Standard Minimum Rules, popular participation and building and architecture.

2.69. Research students and correctional workers from abroad nominated by their Government are given facilities and guidance at the Central Bureau of Correctional Services.

**2.70. The Committee hope that the mutual exchange of information by India with foreign countries will be beneficial to all concerned and that the Central Bureau of Correctional Services will take the best advantage out of the existing facilities available, by undertaking a critical study of all the material with a view to encourage and adopt such measures as would reduce juvenile delinquency and strengthen social defence.**

2.71. The Committee desired to know as to how the Bureau disseminated information and stimulated interest by its publications on the prevention of crime and treatment of offenders. The Ministry have informed the Committee, in a written note "The publications have served the purpose of disseminating ideas of corrections among the common people as well as those who are actually working in the field. It is impossible to assess the actual impact in figures of all these activities. However, the services are greatly appreciated. One hundred copies of the Social Defence Journal are sanctioned for free distribution to all States' Heads of Departments, contributors, members of Central Advisory Board on Correctional Services as also to the concerned agencies of the United Nations in India.

Director is a member of the Police Research Advisory Council and this helps in exchange of information with policy research.

Research students from various Universities and Schools of Social Work are given facilities and guidance at the Central Bureau of Correctional

Services and also necessary material for their research. Block Field work Placements are made for the final year students.

Bureau also exchanges literature with Indian Council of Social Sciences Research, Council for Social Development, Indian Council for Social Work and other such agencies.

A National Register on Social Defence Research is maintained at the Bureau and the information is circulated whenever needed. Brief notes on Research are printed in the Social Defence Journal. Such exchanges have been found very enriching."

**2.72. The Committee note that a Social Defence Journal is brought out by the Central Bureau of Correctional Services for free distribution to all States' Heads of Departments, members of the Central Advisory Board on Correctional Services as also to the concerned agencies and persons. Besides, the Bureau also exchanges literature with Indian Council of Social Sciences Research, Council for Social Development, Indian Council for Social Work and other such agencies. The Committee would, however, like Government to evolve a procedure whereby they may undertake a periodic survey and evaluation of the achievements made in this regard.**

*(iv) Central Institute of Research and Training in Public Cooperation*

2.73. National Advisory Committee on Public Cooperation constituted by the Planning Commission, recommended in 1960 the setting up of a Central Institute of Research & Training in public Cooperation'. The recommendation of the Committee was accepted in principle by the Planning Commission and a working group with representatives of different Ministries of Government, Universities and Voluntary Agencies was constituted to work out the details of the programme of the Institute. The Central Institute was registered under the Societies Registration Act in 1966. An Executive Council was appointed with representatives of both Government and Voluntary Agencies as well as prominent citizens. The Institute headed by a Director functions under the general control of a General Council which is comprised of the Minister Incharge of Social Welfare as President, three Vice-Presidents, Director of the Institute as Secretary, besides other nominees.

2.74. The Executive Council of the Institute consists of (a) Minister Incharge of Social Welfare—Chairman, (b) Representative each of Department of Social Welfare, Planning Commission, Community Development, Central Social Welfare Board, Association of Schools of Social Work, a representative of Corporate Members, 5 Members to be elected by the General Council, 5 Member to be nominated by the President and Director of Institute—Member-Secretary.

### *Construction of the Building*

2.75. The Institute is at present housed in rented building and has already acquired a plot of land measuring 5 acres in Hauz Khas. The work of construction of buildings has been entrusted to the Central Public Works Department who have sent an estimate of Rs. 40,34,258/- for construction of phase I of the building comprising Administrative Block, Assembly Hall and Hostel. The proposal for making funds available to the Institute for its constructional activities is stated to be under consideration of the Government of India.

**2.76. In view of the high rent of Rs. 5,050/- per month being paid by the Institute for the three buildings in its occupation at present, the Committee would like Government to take an early decision in regard to the construction of their own buildings on the plot of land acquired in Hauz Khas, New Delhi.**

2.77. The functions of the Central Institute of Research and Training in Public Cooperation, New Delhi are as follows :—

- (a) To study, strengthen and promote voluntary action through and of voluntary agencies;
- (b) To develop ways and means of people's participation in those national plans which need people's cooperation;
- (c) To study the concept of developmental citizenship, motivate and activate its practice, both through universities and colleges and other agencies;
- (d) Generally to act as a Liaison between Government and Voluntary agencies interpreting one to the other and remain or function as only a mouth piece for one or the other; and
- (e) To assist the Voluntary Agencies and other non-official agencies in developing the cadre of trained workers both paid and honorary and to arrange for suitable facilities for them by research, evaluation publication, etc.

2.78. In regard to the function at (a) above, the committee have been informed, in a written note that the function of the Institute quoted above is a broad summarisation of the aims and objectives of this Institution as laid down in the Constitution. The Institute conducts research studies and surveys into the problems of voluntary agencies, the relationship with each other and Government. It, in particular, studies the methods of obtaining people's participation in developmental programmes. It utilises such information along with other knowledge to develop and provide training which will help the voluntary agencies and the Government to get better and quicker results in implementing national plans mainly by increasing and improving the quantity and quality of people's participation. The Institute's



publication programme is generally drawn upon the findings of the research and studies and training programmes conducted by the Institute. The voluntary organisations have generally expressed the need of in-service training, orientation courses, refresher courses through workshops, seminars, symposia, for honorary as well as paid workers/executives. The Workers/Executives paid or honorary are enabled to know the methods of running and administering their offices including personnel practices, accounts maintenance, and other areas of promoting welfare services by their organisation. One of the main tasks of the Institute is to assist the voluntary agencies to take up such aspects of National Plans as will need the participation of people for implementing them. In operating these programmes the agencies need the assistance for their workers. The Institute undertake training of these workers and facilitate smooth and efficient working of the programmes of development.

2.79. The research studies that the Institute have conducted and continue to undertake are in relation to the needs of Voluntary Agencies.

2.80. The following studies were undertaken by the Institute to survey the voluntary action :—

- (i) The process of grant receiving and grant giving as an area which causes friction between Government and Voluntary Agencies.
- (ii) Voluntary Service in India—a survey of the existing condition of Voluntary Services.
- (iii) Methods and Techniques of obtaining People's Participation. The consolidated findings of the studies serve to guide and help other Voluntary Agencies in finding methods and techniques of obtaining people's participation in their programmes.
- (iv) Famine Relief in Bihar—study of voluntary agencies in action.

2.81. Out of these studies action programme is being worked out to develop training courses for voluntary Agencies to undertake relief programme in a better way. In other words, their research topics are selected on the basis of information that needs to be gathered to improve the performance of Voluntary Agencies. Similarly, the training programme is geared to meet the needs of voluntary agencies.

2.82. The Institute also conducts Seminars and Workshops. Some of these are according to a Five Year Plan, that the Executive Council has approved for the Institute. Based on this, they organise some Seminars on their own and others in collaboration with Member-Agencies. In both Seminars and Training Courses their focus is now to get the people to increasingly participate in national development and how to enable the people to try to solve their own problems as far as possible.

2.83. With regard to the question of achievement made by the Central Institute of Research and Training in Public Co-operation during the period from 1st April, 1967 to March, 1970, it could be said that it conducted 32 Seminars/Training/Orientation Courses in which a total of 971 persons participated. Besides this, the Institute has conducted 9 research projects.

2.84. The Institute has brought out 10 publications during the period.

2.85. The Institute has also certain Research and publications programmes in hand.

2.86. In regard to involvement of local people in the Social Welfare Projects, the Committee would like to quote the statement made by the Additional Secretary, Social Welfare Department in connection with the question of raising of more funds for Social Welfare activities—

“Here is the question of involving local people. On that I am afraid we are not too effective either in the Department or in the Central Social Welfare Board. There is possibility of some extra effort put in that direction.....”

2.87. The Committee recommend that the Central Institute of Research and Training in Public Cooperation should evolve ways and means of encouraging people's participation in social work and give concrete suggestions for augmenting funds of social welfare through public contribution.

### C. Coordination between the Centre and the States regarding Social Welfare activities

2.88. It was brought to the notice of the Committee that there is very little cooperation and coordination between the Central Department of Social Welfare and the Directors of Social Welfare in the States and that the State Branches of the Board are getting no cooperation from the State Governments. The Additional Secretary, Department of Social Welfare stated, during evidence, “Our relations with the State Departments of Social Welfare are quite good and there are no serious points of friction. Of course, there is difference of opinion here and there. That is because we operate the small budget head of the Centre and they operate their State funds. They do not usually come into conflict but at the same time in the sphere of Social Welfare since so many agencies are involved there are quite a number of points of friction. They are unavoidable under the circumstances but so far as State Department and Central Ministry are concerned I have not come across any serious case of difference of opinion.” In reply to a question, he further stated “The State Social Welfare Boards deal with the Central Social Welfare Board and not with the Ministry because they are supposed to be their agents for part of the work.”

2.89. The Committee desired to know if there was any demarcation of areas of activities of the States and the Centre so far as Social Welfare is

concerned, the Additional Secretary, Department of Social Welfare stated "we as an executive operate a number of Schemes coming under the Plan and to that extent our sphere is demarcated. In the broader concept of social welfare, in the matter of research programme and all that we claim a larger part because we have to channel funds for the purpose. Otherwise bulk of the social welfare work is left to the State Governments." In reply to another question that even in those cases where the Centres are running their own institutions, what is the role of the State Governments and also the role of the State Social Welfare Boards, the Additional Secretary, Department of Social Welfare stated "The State Government has to sponsor Social Welfare. That is basically the state subject and our role will be to supplement their efforts. In the case of the handicapped we run a few All-India model institutions and national centres for the blind, deaf and all that. Running the institutions will be the activity of the State Government. We run a National Centre for the blind in Dehra Dun but 130 blind institutions are also run in the country by other agencies. The whole thing comes under the State Government. Our role in the executive implementation of the schemes is very limited. Actually even in the Constitution, the role of the Centre is Social Planning." In regard to co-ordination among the voluntary organisations, he stated that there was a need of co-ordination among Voluntary Organisations. Bringing two or three agencies round the table and discussing with them the same issue was sometimes very difficult because each institution or federation of institutions had a personality of its own, who were some times not quite reconcilable. He also stated that there was no regular machinery for co-ordination purposes but the Ministry some times brought three or four agencies round the table for discussing a specific problem.

2.90. The Committee have been informed, in a written note that "Central Government primarily deals with the subject of social planning, which is in the Central list. Social Planning includes planning of services of health, education, social welfare, housing, labour etc. General Social Welfare Division in the Department of Social Welfare is primarily concerned with the promotion of social planning in relation to welfare services. It prepares development schemes on social welfare services in cooperation with the Planning Commission. These schemes, cleared both with the Planning Commission and the Ministry of Finance are included in the Five Year Plans as well as the Annual Plan. The Department carries out discussions with the State Governments on these plans. Annual meetings are held specially to discuss the State Plans. During this discussion efforts are made to provide for planned development of services specially in the fields of child welfare, women welfare, family welfare, welfare of the handicapped, welfare of destitutes and social defence in different States within the resources available for social welfare services.

The Department of Social Welfare also prepares Central and centrally sponsored schemes under the Five Year Plan and the annual plans and clear

them with the Planning Commission and the Ministry of Finance. The Centrally Sponsored Schemes are promoted with the help of the State Governments.

Thus there is a continuous consultation with the State Governments on planning for the programme of Social Welfare. The responsibility of implementing the programme however rests with the State Governments. The Central Government, besides promoting social planning, organises a number of pilot projects for the demonstration of services in different fields of social welfare including welfare of destitute women and children, welfare of the handicapped, child welfare and Pre-Vocational Training.

The demarcation between the Central and the State spheres of activities in the field of social welfare, primarily relates to the subject of Social Planning and coordination being the primary responsibility of the Central Government and the implementation of the Social Welfare services being the responsibilities of the State Governments.

The cooperation of the State Governments, as indicated above, is forthcoming both in the preparation of the plan for Social Welfare as well as for its implementation. These programmes are being promoted within the funds made available for social welfare both in the Central and the State budget. The limitation therefore primarily relates to the availability of funds. The funds for social welfare are indeed limited both in the Central and the State budget. This also indicates the priority adopted in the Central and the State Plans. In addition, the limitation also belongs to the organisational and the man power aspect of the programme. All State Governments have their Directorate of Social Welfare already established. However the services of General Social Welfare including Child Welfare, Family Welfare, Women Welfare, Welfare of the Handicapped and Social Defence including correctional services and Moral and Social Hygiene are not always placed under one Department. Thus the co-ordination of the services at the State level where the Department of Social Welfare is not adequately established and equipped becomes a real problem. The training of manpower for social welfare is also a vital factor contributing to the limited extension of social welfare services at the field level. With the increase in the provision of funds of social welfare as well as with the establishment of better organisational set-up and training of manpower services, when made available, the Social Welfare programmes could be effectively promoted in the joint co-operation of the Central and the State Governments."

**2.91. The Committee note that the cooperation of the State Governments is forthcoming both in the preparation of the plan for Social Welfare as well as for its implementation and that the programmes are being promoted within the funds made available for Social Welfare both in the Central and the State budget.**

2.92. The Committee would, however, like to refer to the observations made by the Government representative, during evidence, that there was a need of cooperation among voluntary organisations. They recommend that Government should evolve some method or machinery on a regular basis with a view to bring together the voluntary agencies concerned with a particular aspect of social welfare for mutual exchange of ideas and to co-ordinate their activities.

2.93. The Committee would also like to refer to the views of Government that the co-ordination of the services at the State level where the Department of Social Welfare is not adequately established and equipped becomes a real problem. The Committee would suggest that the Central Government may impress upon the State Governments the need for establishing well equipped Departments of Social Welfare, where necessary, with a view to bring in effective co-ordination and speedy implementation of various social welfare programmes at their level.

2.94. The Committee also hope that the Central Social Welfare Board which is the co-ordinating agency for the social welfare programmes should discharge its responsibilities more effectively.

## CHAPTER III

### VOLUNTARY AGENCIES

#### A. Role of Voluntary Organisations

3.1. The old thought about voluntary social work was to give relief in distress to those who stood in need of help. Charity, sympathy, philanthropy and a spiritual urge to help one's fellow beings in distress, were considered most valuable assets. Now, the concept has changed according to the needs of the time. It is no longer considered enough to seek mere measures of relief for the economically or physically handicapped sections of the society; but an organised attempt to help in the rehabilitation of an individual needing assistance in his readjustment to the surroundings and full integration into the society. A social worker longs for a society where every human being will have the opportunity to rise to his full stature. He has to approach his task in a spirit of humility and social service becomes a part and parcel of his daily life so that his conscious or unconscious actions are all aimed at making the world a better place to live in. According to an eminent Social Worker "Humility and humanity are the key note of all Social Work, Voluntary or professional".

3.2. The Committee have been informed by the Social Welfare Department in a written note, that the Voluntary organisations have been assigned a vital role in the development of social welfare services in the country. The organisational structure in the voluntary sector varies considerably from State to State and even agency to agency. They are, however, required to register under the Societies Registration Act XXI of 1860, so as to qualify for financial assistance from the Government. Most of these organisations work in the rural areas. The Encyclopaedia of Social Work in India has listed some 74 non-governmental organisations functioning at the national level. The Central Social Welfare Board, which has now been registered under the Company's Act, provides the requisite machinery for cooperation with voluntary social welfare organisations. Various voluntary organisations such as the Indian Conference of Social Welfare, All India Women's Conference, Association for Moral and Social Hygiene in India, Balkanji Bari, Harijan Sevak Sangh, Indian Council for Child Welfare, Kasturba Gandhi Memorial Trust, Adim Jati Sevak Sangh, Kustt Nirvaran Sangh, Indian Red Cross, Indian Adult Education Association, T.B. Association, Bhartiya Gramin Mahila Sangh, National Association for Blind, Rama Krishna Mission, Indian Society for the Rehabilitation of the Handicapped etc. have been making valuable contribution to social welfare in the country. A number of schools of social work are doing professional training in social work and undertaking research programmes.

3.3. In regard to the actual role played by the Voluntary Organisations, their total demand during the last 3 years and the actual amount of money given to them, the Committee have been informed, in a written note, that "(a) the responsibility for individual in need of special care, had from time immemorial been shared by the general community. Social Service organisations and social reformers had been in existence from time immemorial. An assessment of the work of voluntary organisations during the past many years would unfold the history of the development of social welfare services. The devoted work of numerous voluntary organisations had laid down traditions of selfless work for bringing help and redress to those in need. After independence, the planners have always expressed their keenness to secure the willing participation in the planning and implementation so as to ensure a joint partnership in the entire process of development. Voluntary organisations in India have played a pioneering role in the field of social welfare. Persons in individual distress or affected by natural calamities had always looked upon voluntary organisations and social workers for help and this had always been forthcoming. Community support was the mainstay of voluntary organisations through centuries. This support they acquired was more important than any aid extended by the State. The human touch to any problem which the voluntary organisations are able to provide differentiated them from Government which render services to the people through its own machinery. Another important aspect which the voluntary organisations are able to achieve is mobilisation of resources which is particularly important for any programme of social welfare, on account of insufficient resources of a developing country. A good deal of flexibility in procedure and methods of work, a measure of freedom for experimentation and the capacity to act promptly and in time are some of the main advantages the voluntary organisations enjoy over governmental organisations. Social workers who take up honorary work out of desire to serve, are the best choice to extend any social welfare services to remote rural areas. The implementing agency for any welfare programme particularly at the village level should therefore be non-official voluntary organisations, which should, in addition to its own sphere of activities supplement the services directly provided by the State.

(b) It was with this clear understanding *viz.* voluntary organisations and voluntary workers had a real sense of responsibility for planning and execution of social welfare programmes, that the Central Social Welfare Board was set up by the Government to promote voluntary effort and encourage voluntary organisations in the effective implementation of welfare programmes in the country. The Board had been able to enlist the co-operation of voluntary organisations in the implementation of its various welfare programmes and thus ensure public participation and mobilisation of resources to a large extent. A study of the income pattern of 6,000 voluntary organisations aided by the Board for a period of seven years from 1953-60 had showed that only a little over one-third of the income of these

institutions had been from the statutory resources. Moreover, the share of non-statutory sources in the income of the institutions remained without change during the period 1954-60. This showed that the share from the public was kept up and the institutions enjoyed support and sustained participation of the people in the welfare programmes of the Board. The following table gives the number of persons estimated to be participating in the promotion of the activities of 6,000 voluntary welfare organisations, aided by the Board :—

(1) Managing Committee members	..	72991
(2) Honorary Workers	..	12796
(3) Members of organisations	..	592335

In the case of rural welfare services sponsored by the Board, the planning and execution of these services were fully in the hands of voluntary workers devoted to this task. The number of women voluntary workers who came forward to shoulder this responsibility was estimated at 4,774, and it was also observed that these women were fully qualified, experienced and of the right age group with the proper social status to suit the requirements. Voluntary organisations had thus discharged their responsibility for raising public contribution and public co-operation. Generation of voluntary effort by the Board had helped in sustaining the welfare programmes of the Board.

(c) It has not been possible to assess the actual demand of the voluntary organisations during the last 3 years. The Board had been extending assistance on the basis of the funds available with it and to that extent, the demands were met. The actual amount of money given towards welfare programmes implemented by the Board through voluntary organisations during the past three years is given below :

1967-68	Rs. 152.47 lakhs
1968-69	Rs. 194.97 lakhs
1969-70	Rs. 228.36 lakhs
Total :	Rs. 585.80 lakhs”

3.4. The Committee agree with the view that voluntary organisations in India have played a pioneering role in the field of Social Welfare. Persons in distress or affected by natural calamities had always looked upon Voluntary Organisations and social workers for help and this had usually been forthcoming. Social Workers, who take up honorary work out of desire to serve, are the best choice to extend any social welfare services to remote rural areas.

3.5. The Committee note that the planning and execution of social welfare services sponsored by the Central Social Welfare Board in the rural areas are in the hands of Voluntary Workers devoted to the social welfare



activities. The Committee, however, feel that there is scope for intensification of effort in this respect in the rural areas. The Committee would like Government to—

- (i) undertake on a regular basis evaluation of rural social welfare programmes as also achievements made in respect thereof,
- (ii) work out the percentage of expenditure incurred on rural social welfare activities as compared to expenditure on administrative processes and maintain such information to help in arriving at correct decisions,
- (iii) maintain an account regarding the number of voluntary institutions working in rural areas which have become self-supporting or reduced dependence on Government help, and
- (iv) explore new dimensions of work in the existing field or new directions of social welfare activities.

3.6 As regards co-ordination of efforts of voluntary agencies *inter se* and as between voluntary and government organisations, it has been brought to the notice of the Committee that such co-ordination has been found in practice to be very difficult and they do not like to share their experience and help each other.

3.7. The Additional Secretary, Department of Social Welfare stated, during evidence, that "We do not really have a sort of regular machinery for co-ordination in this. But we some times bring three or four agencies round the table for discussing a specific problem." In reply to another question whether government visualised any possibility of regular co-ordination between the Government and the All-India Organisations, the Additional Secretary stated "We have not seriously thought about it so far because we are covering the ground in patches here and there. But it is an idea well worth pursuing—having an All India Advisory Board or something like that in which all these agencies are represented. It can meet once in six months to discuss common problems. I think, at the moment, there is that gap in the organisational structure. I would personally consider an advisory board on Social Welfare in which all the All India Organisations and some of the State governments are represented would serve a useful purpose."

3.8. The Committee are sorry to note that co-ordination between the Voluntary Organisations *inter se* and between the Voluntary and Government Organisations has been found to be very difficult in the absence of a regular machinery to do so. The Committee would like the Central Social Welfare Board to undertake this important role and hold periodical meetings at which Voluntary Organisations of an All India Standing, representatives of States and the Central Social Welfare Department might be invited to discuss common problems regarding Social Welfare activities and

**find agreed solutions to them. The Committee also recommend that Government may set up an All India Advisory Board on Social Welfare representing official and non-official organisations doing Social Welfare work.**

### **B. Assistance to Voluntary Organisations**

3.9. The Committee have been informed by a Social Welfare Organisation, in written note, that "In order to further augment the resources available to the Society, to associate the general public with the efforts made in the welfare of the handicapped and to create a larger awareness in the national problem, the States should organise a National Day for the Handicapped. This should *not* take the form of ceremonial functions with the usual garlanding and speeches, but other media of publicity like the Television, Radio, Newspapers and Cinemas. Every one (business houses and individuals) should be made to contribute a day's income to the community chest for the Handicapped with an appropriate relief in income tax for the purpose. This donation amounts to 1/365th of the income *i.e.* about 1 per cent and will not be a great burden on the donors."

3.10. In regard to the suggestion to organise a 'National Day' in each State to further augment the resources as also to associate the general public with the efforts made in the Welfare of the handicapped and to create a larger awareness in the national problem, the Committee have been informed, in a written note that "This will be a welcome suggestion. A beginning has already been made by the Government of India by asking the State Governments to celebrate the third Sunday in March which is celebrated as the 'World Disabled Day.'"

**3.11. The Committee are glad to note that a beginning has already been made by the Government to organise 'World Disabled Day'. In addition to this, efforts should be made to rouse interest of the State Governments in organising a National Social Welfare Week so as to create general public consciousness towards the Social Welfare activities and augment the resources available for such work.**

#### *Field Counselling Service*

3.12. A Social Welfare Organisation has, in a written note, submitted to the Committee, stated "There is an urgent need for Field Counselling service to be organised all over the country, especially to help Voluntary agencies to improve their services. Social Welfare Agencies need to be guided both on administrative matters and on programme planning in Urban and rural areas. Though some effort in this direction is being made recently by the Central Social Welfare Board, this service deserves to be greatly strengthened and spread out region-wise in the entire country."

3.13. In so far as the suggestion to Organise Field Counselling Service all over the country, the Additional Secretary, Department of Social Welfare stated, during evidence, "Since Social Welfare consists of different activities un-connected with each other, it is difficult to have a field counselling Organisation which could be effective in the field. . . . At the moment we have inspectorate Staff of the Social Welfare Board. They can be, to some extent, made useful for counselling to a limited extent. But we cannot think of expanding the organisation very much. Development has recently taken place in the Central Social Welfare Board in the re-organisation. They have produced a unit called Field Counselling Unit. It will be seen how much effective it will be." Supplementing the information, the Secretary, CSWB stated that "realising this need a small Division—Field Counselling and Inspectorate Division—had been set up to guide, supervise the institutions aided by the Board. This Division had already sponsored orientation courses of Inspectors and Welfare officers numbering about 50. They were getting training."

**3.14. The Committee feel that it is worthwhile to render assistance—Field Counselling—to the Voluntary Organisations who need it. The Committee note that a small Division in the Central Social Welfare Board viz. Field Counselling and Inspectorate Division has been recently set up to render such assistance. The Committee would like Government to evaluate the extent to which this Division is able to effectively assist the Voluntary Organisations in the field and take a decision in the light thereof to intensify/modify its activities.**

### C. Grants-in-aid Programmes

3.15. The Review and Evaluation Committees on the Programmes of the Central Social Welfare Board (RECPCSWB) have observed in their Report that the First Five Year Plan had recognised that major responsibility in the field of social welfare would fall on voluntary agencies. They had an important role to play in any plan of economic and social development of the country. It was, however, considered necessary that, in order to enlist their cooperation, adequate financial assistance should be given to them to strengthen their programmes and to extend them to new and underdeveloped areas. It was also realised that the numerous and complex social welfare problems would not lend themselves to an easy solution through a purely governmental organisation. The Government of India, accordingly, set up in 1953 an autonomous Board composed predominantly of non-official workers. The main functions of the Board were :

- (i) to render financial assistance to existing voluntary organisations;
- (ii) to promote setting up of social welfare organisations in areas where these did not exist; and

- (iii) to coordinate assistance extended to social welfare activities by various governmental organisations.

3.16. There was no precedent of large-scale Government programme of financial assistance to a variety of voluntary organisations. In addition, no reliable data was available. The Board had, therefore, to collect data to evolve its own procedures and methods to launch a countrywide programme of grants-in-aid. Immediately after its constitution, the Board appointed three expert panels to conduct a survey of the needs and resources of the social welfare organisations and to recommend the basis on which assistance could be given to these organisations. On the recommendations of these panels, the Board considered applications from voluntary welfare organisations undertaking programmes of social welfare and sanctioned grants involving an amount of Rs. 19.34 lakhs for 1953-54. This was the beginning of the present grants-in-aid programme.

*Scope of Assistance*

3.17. The Grants-in-aid Programme covers social welfare services for children, women, the handicapped, the aged and the infirm, and the like. Under this programme grants are given to :

- (i) Orphanages, foundling homes, short-stay homes, creches, balwadis, nursery schools, infant health centres and child guidance clinics;
- (ii) residential institutions for the care, protection, training and rehabilitation of destitute and rescued women, and those in distress;
- (iii) Maternity centres in places where such services are not easily available and hostels for working women of low income groups;
- (iv) Social education, craft and recreational activities for women;
- (v) Institutions and hostels for handicapped persons, deaf and dumb, blind, mentally retarded, orthopaedically handicapped; and
- (vi) Homes and clubs for the aged and the infirm.

3.18. During the course of the working of the programme, it was found that there were still some gaps in the field of social welfare and an attempt was made to fill in these gaps by :

- (i) Starting Special Schemes like Holiday Homes for children;
- (ii) Condensed Courses of Education for adult women;
- (iii) Night Shelters;
- (iv) Welfare Extension Projects in Urban areas;
- (v) Hostels for working women;
- (vi) Hostels for handicapped workers; and
- (vii) Small production-cum-training units for needy women and handicapped persons.

3.19. It was also decided to give assistance for coordinating welfare activities, medical social work in hospitals, etc. In order to develop programmes of social welfare in the areas where voluntary welfare organisations did not exist, the Board decided to give assistance to newly set up voluntary organisations on a more liberal scale. Explaining further about the liberal scale, the Department of Social Welfare have stated, in a written note "The Scheme of Welfare Extension Projects (OP) was started in 1954. Expenditure on these Projects was being shared by the Central Board, respective State Government and Voluntary contribution in the ratio of 2 : 1 : 1. It was decided in 1961 to hand over the activities of these projects to the locally formed Mahila Mandals and to such other voluntary institutions, which were prepared to take up the activities of these Projects in the rural areas. Expenditure on the Mahila Mandal is being borne in the ratio of 1 : 1 by the Central Board and by State Government/Local Body/Voluntary contribution. The question of existing scales and liberal scales does not arise in this case since the manner of implementation and the pattern of assistance was revised. (In this connection, it may however, be mentioned that under the general grants-in-aid programme, the grants were given by the Central Board on equal matching basis, whereas in the case of Mahila Mandals the grants are sanctioned to the Mahila Mandals voluntary institutions in the ratio of 3 : 1.) Thus the grants given by the Board under the Mahila Mandal Programme are on a more liberal basis than grants given under the general grants-in-aid. In the case of voluntary institutions in the Border Areas grants under the general grants-in-aid programme are being sanctioned to meet 95% of the expenditure on approved programme and the institutions are required to raise 5% by Local contribution. Otherwise grants under this programme are sanctioned on equal matching contribution."

#### *Period of Assistance*

3.20. Grants were given initially for a period of one year. On the basis of experience gained, it was not possible for voluntary organisations to develop their programmes on a long-range basis in the absence of a long-term programme of financial assistance. Accordingly, it was decided that during the Second Five Year Plan period, assistance may be provided to selected and established voluntary organisations for the Plan period. This procedure has been continued in the Third Five Year Plan.

#### *Eligibility for Assistance*

3.21. To be eligible for assistance from the Board, an institution has to satisfy the following criteria :

- (a) it should be working in one of the fields mentioned in paragraph above;
- (b) it should have a regularly constituted Managing Committee;
- (c) it should be able to raise necessary matching contribution; and

- (d) on the basis of its past performance, it should have the capacity to implement programmes for which assistance is sought and it should be capable of developing them on defined lines.

#### *Pattern of Assistance*

3.22. In the First and the Second Five Year Plans assistance was available for expansion, development and improvement of the activities of voluntary organisations. In the absence of maintenance grants from the State Governments, the institutions found it difficult to sustain the programmes beyond the period of the grant. On the basis of recommendations made by the Grant-in-aid Code Committee, the Board decided to limit their assistance during the Third Five Year Plan largely to consolidation and improvement of the activities started in the First and Second Five Year Plans and in some cases for development and expansion of the existing programmes.

3.23. During the First Five Year Plan, the maximum grant admissible to an institution was Rs. 15,000 for one year. In addition, grants were given for the purchase of mobile vans and construction of buildings. During the Second Five Year Plan, the pattern was changed as follows :

(i) One Year Grants	Rs. 5,000
(ii) Plan Periods Grants	„ 50,000
(iii) Grants for purchase of mobile van	„ 15,000
(iv) Construction of buildings	„ 15,000

3.24. In the Third Five Year Plan the ceiling for (iii) and (iv) was raised to Rs. 19,000 and Rs. 25,000 respectively. At present no grants are being given for vans; whereas the grant for construction of a building has also been restricted to Rs. 5,000. The ceiling of grants for special schemes are :—

(a) Holiday Homes	Rs, 3,250 (for one year per camp)
(b) Working Women's Hostel	„ 15,000 (for one year)
(c) Night Shelters	„ 6,500 (for one year)
(d) Welfare Extension Project (Urban)	„ 25,000 (for three years)

#### *Conditions of Grant*

3.25. Grants sanctioned by the Board are subject to certain general conditions such as :

- (a) Registration of the organisation under an appropriate Act;
- (b) Well-defined constitution with arrangements for regular re-constitution of the Managing Committee;

- (c) Throwing open the institution to all castes, creeds and communities without distinction;
- (d) Availability of trained staff;
- (e) Regular maintenance of accounts and their audit;
- (f) Maintenance of minimum standards in the implementation of the programme;
- (g) Raising the minimum matching contribution; and
- (h) Acceptance of inspection by the nominees of the Board.

### *Matching Contribution*

3.26. Generally, all grants except those given for developing special schemes are given on a matching basis. In the First Five Year Plan, a grantee institution had to raise and spend an amount equivalent to the quantum of its grant in addition to normal expenditure. During the Second Five Year Plan, one of the conditions of grant was that a grantee institution should maintain its normal level of expenditure on welfare activities but in no case this expenditure was to be less than the grant. New organisations were required to raise resources to meet one-third of the cost of the programme. Grants for building were given on 50 per cent basis and in the case of grants for purchase of mobile vans, the institutions were required to meet the cost of maintaining and equipping them. During the Third Five Year Plan, the Board's assistance is limited to 50 per cent of the approved expenditure on consolidation and improvement of the activities started with the help of grants given in the earlier Plans. Grants to new institutions are, however, given on the basis of 75 per cent of the approved expenditure.

### *Procedure*

3.27. In order to assist and advise the Central Board in the implementation of its programmes, the State Social Welfare Advisory Boards were set up in different States. Applications for financial assistance made by voluntary organisations on the prescribed forms are submitted to the State Board concerned. The applications are scrutinised in the office of the State Board and thereafter the requests of the institutions are considered at a full meeting of the Board. The recommendations of the State Boards are forwarded to the Central Board for approval. The grants are released by the State/Central Board on receipt of (a) institution's acceptance of the conditions of the grant, (b) detailed budget estimates and (c) statement of accounts in respect of previous grants, if any. The accounts of the grant as also of the institution's matching contribution, are submitted to the State/Central Board for acceptance. In the First and the Second Five Year Plans, grants were sanctioned directly by the Central Board. On the recommendations of the Grant-in-aid Code Committee, the Board decided to decentralise the work of grants-in-aid and the State Boards have been empowered to communicate sanction of the grant on one-year basis, receive

budget estimates, release funds and accept the audited accounts thereof. This was only decentralisation of the procedure and not decentralisation of the power which still vested in the Central Board. Similar procedure is being followed in case of grants for Holiday Homes; in case of other grants, sanctions are issued by the Central Board.

### *Inspection*

3.28. It was realised as early as 1954, *i.e.* immediately after the launching of the programme of grants-in-aid that regular inspections played a very important part in any large scale grants-in-aid system. The Board, therefore appointed four Inspecting Officers at the Centre who went round the country and reported about the utilisation of the grants by the grantee institutions. Later, when the work of grants-in-aid developed, it was decided to attach Inspectors and Welfare Officers to the State Boards to assist them in the inspection work on a regular basis. At present 24 Inspectors and 20 Welfare Officers are working in different States. They are Central Board's employees and the entire expenditure on their salaries, allowances, etc. is borne by the Board. The reports of the Inspectorate are made use of in assessing the work done by the voluntary organisations and to consider their applications for a future grant.

### *Progress*

3.29. Since the inception of the Board in 1953, 14,693 grants amounting to Rs. 370 lakhs were sanctioned up to the end of the Second Five Year Plan. During the Third Five Year Plan 7,066 grants amounting to Rs. 180 lakhs have been approved during the first three years. Thus, in all a total of nearly 22,000 grants involving an amount of Rs. 5.50 crores have been sanctioned to over 6,000 institutions.

### *Policy of the Board*

3.30. The Central Social Welfare Board has been functioning for over ten years. One would naturally expect that the Board would have evolved by now a definite policy or a settled course of action or a few broad principles and priorities which would guide and enlighten its activities and programmes. The policy would naturally include some broad aims, objectives and the targets which the Board would endeavour to attain over a specific period of time. The Committee (RECPCSWB) has noted with regret that the Board has not at any time explicitly enunciated such a policy; nor has it laid down any broad procedure of action.

3.31. In the absence of a clear policy or a well formulated programme of activities, based on cogently thought-out priorities related to the welfare needs of the country, it has been difficult to dovetail the developing programmes of the welfare agencies into the grants-in-aid programme of the Board. This has also led to a number of new agencies coming forward to undertake easily organised but routine type of welfare services. This is



illustrated in the few agencies covering largely a few type of activities in the field of child welfare and women welfare. The difficult service area of the rehabilitation of the handicapped has been neglected to a certain extent.

3.32. No doubt a large number of institutions have been assisted but the grants have been generally given to the applying agencies in the various fields on an *ad hoc* basis relying on the applications received. The giving of grants has not been related to a clear cut policy of developing certain programmes or having a co-related comprehensive system of developing welfare services to meet specific or surveyed needs. This has resulted to some extent in advanced areas getting a larger volume of grants or developing a large number of certain types of institutions, such as balwadis and craft classes for women, and backward areas developing none. The matching contribution has also acted as a brake in needy but poor areas so far as the condition hindered their coming up for undertaking welfare services for lack of resources or personnel.

3.33. The Committee have been informed by a Social Welfare Organisation, in a written note, that "Our experience also indicates that it is just a handful of people in any Voluntary agency who do virtually all the slogging often neglecting their normal work or the attention they should give to their families. This is a strain under which an individual cannot work indefinitely except at the cost of the organisation or of his business. In order to ensure that the work of the organisation is systematically carried out, records and accounts are properly maintained, each voluntary agency should be provided with a subsidy in the form of a specific grant-in-aid to hire secretarial help. This should be given not only to all-India bodies but also to local units."

3.34. Another Social Welfare Organisation has informed the Committee, in a written note, that "In order to accomplish the objectives of Social Welfare, total plan outlay of Rs. 41.38 crores appears to be very inadequate, being a meagre 0.2 per cent of the total Fourth Plan outlay and investment of Rs. 22635 crores. The sum of Rs. 41.38 crores on Social Welfare is a drop on the hotplate of the needs of the millions. Hence, unless the importance of total integrated social welfare is realised by our planners and more funds provided for a dynamic policy and programmes of social welfare, it is not possible to implement all the Social Welfare Programmes."

3.35. It has further been stated that "The grants given by the Central Government need to be increased for all *bona-fide* organisations of an all-India nature, if they are to fulfil their Voluntary Welfare functions, thus relieving the State a part of the responsibility. It is also suggested that grants be released in the early part of the financial year, so that aided organisations may not have to face difficulties in meeting their legitimate commitments especially with paid personnel."

3.36. An Institute has informed the Committee, in a written note that "Many good Institutions close down because they do not have funds to distribute salaries to the staff and to carry on day-to-day work of the Institutions. They close many a times simply because the grant-in-aid does not come in time and the authorities may not be in a position to face the demands for salaries of the employees. These Institutions try to pull out till they get money either on loan or utilise some other funds which are not meant for their use. But eventually their closure is certain if these conditions continue."

3.37. Another Institute has informed the Committee that asking grant-in-aid from Central Government through State Government is a very difficult job. Sometimes the applications are forwarded and another time they remain in their files.

3.38. A Social Welfare Organisation has expressed its views, in a written note to the Committee to the effect that the grants are released virtually on the last day of the year which means that either the money is wasted in immediate or wasteful purchases or is to be carried over as a balance for the next year. It has further been stated that Government is very much enamoured of the 20% to 60% matching contribution by the grant receiving agency. This practice should be discontinued because it invites corruption, manipulation and false book-keeping.

3.39. An eminent Social Worker stated, during evidence. "When the grant-in-aid is given to the voluntary organisations, it should be given on merit. It is not a charity. Whoever is given that grant-in-aid, it is country's money to a field work. It is a sort of—I do not like to use the word 'charity' again and again—but that type of spirit should not be there. It is not for the begging they are getting. Because they are doing some work, that is why it is needed that particular work and that particular organisation should be helped." It was further stated "I know that even if you have passed any Resolution or Act in Parliament, I do not know, the system is such, whether grants could be released in time. It is one of the greatest handicaps of the voluntary organisations in the country today from all levels that they do not get the grants in time."

3.40. It was suggested by the witness that "There should be a definite procedure of releasing the grant and I would further suggest that the person who does not follow that procedure should either be transferred from that office or he should be punished. There is no deterrent punishment. The general feeling is that anywhere anybody can do any thing and get out of it. . . . The first instalment of the money should be released in May if not in April and the second instalment should be released by August. Here I would like to say that unaudited statement should be sent by the Organisations before the first instalment is given. It may not be upto March but at least it should be upto December, and of course, August, if it is possible

audited accounts should be given and at least unaudited accounts of the whole year alongwith the full report should be sent and by November full grant should be released.”

3.41. The witness pointed out that “even the money to the Central Social Welfare Board is not released in time by the Government.” It was added that “It is created . . . . . by the Government of India and unless the Government of India releases the money in time, they are not able to release the money further in time and the result at the lowest level is that the workers are suffering. Here I suggest that the money should be released in the first week of April for the Central Social Welfare Board.” The witness also said that “The Central Social Welfare Board are having almost the same money as they had when they started but their number of commitments is larger and, as time is passing the salaries of the people have been going up and all their other commitments have gone up and it becomes very difficult for the Central Board to have this type of extra-expenditure.”

3.42. During evidence, the Secretary, Central Social Welfare Board did not agree with the allegation that the Central Social Welfare Board released grants on the last day. In support of his statement, he gave the following figures for the year 1969-70 :—

	lakhs
1st quarter—April to June released	13·39
2nd quarter—July to September released	72·08
3rd quarter—October to December released	76·80
4th quarter—January to March released .	66·00
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TOTAL	. 228·27
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3.43. He further stated “In the beginning we cannot make large amounts of releases because the institutions have to fulfil conditions of the letter of sanction and comply with the requirement of grants. The releases are made as the institutions comply with them.” In reply to a question, the Additional Secretary Department of Social Welfare stated that “I agree there has been certain amount of recrimination on release of grants . . . . . Ministry of Finance releases in instalment spread over the year. The present pattern is : 1/12th of the amount is paid straightway in April—beginning of the financial year. Second instalment—1/6th of the amount is paid in May. Third instalment 1/4th is paid in July. Fourth instalment 1/4th is paid in October and the 5th instalment *i.e.* the balance is released in January. So in the beginning of May they would have about 1/4th of the money.

We release fund to the Central Board and the Central Board releases to the State Boards. The State Boards release further. The time is consumed in each of the stages. There is absolutely no question that 100% doles are given by the Government. The institutions should be able to survive for a couple of weeks or months even if the grant is late. The necessity arises to go to Finance Ministry by June or July. It is a matter to be thought over if other Ministries too ask as we do, they will not have any money."

3.44. In reply to a question, he stated "There is no question of lapse in these matters."

3.45. When asked to explain what was the difficulty in releasing the grants in less number of instalments, the Joint Secretary and Financial Adviser, Ministry of Finance stated "The pattern which has been explained just now is a pattern which is applicable for grants-in-aid to all autonomous bodies, even Universities get like this. The first instalment is 1/12 because the vote on account is taken in the month of April, we cannot release more than this. As soon as full budget is passed, we give  $\frac{1}{3}$  for the first three months. As soon as the 1st Quarter is over, we give for another quarter. This is paid in advance, as they give their expenditure statement. In the third quarter they again get for one quarter in advance. It is only for the final quarter that we make the adjustment on the basis of expenditure. There should be no difficulty in this arrangement.

As regards delay in sanction, the main reason was that every application had to come to the Central Social Welfare Board for sanction and the State Board had no power to sanction even the routine applications. The Board has taken a decision very recently that all the applications from Voluntary Organisations will be sanctioned by the State Boards to the extent of the recurring grants they have been getting every year. Only such applications will come to the Central Board for sanction which are from new organisations, or if more funds are to be sanctioned to an existing organisation. Thus the problem of delay will considerably be solved."

3.46. The Secretary, Central Social Welfare Board, explained "The procedure hitherto followed by the Department of Social Welfare has already been explained. We tried to change this procedure and our proposal was that instead of five instalments, the grant should be released in three instalments. The first one could be 1/12 as at present and then the rest of the amount should be released 50 : 50 in two instalments. That was not accepted by the Department because the Finance did not agree. I will explain how the amount was released during the current year :

- |                                    |                        |
|------------------------------------|------------------------|
| (i) Instalment due in April, 1/12  | Received in May        |
| (ii) Second instalment due in May  | . Received in August   |
| (iii) Third instalment due in July | . Received in October. |

Now delays in the release of amount after discussions have been reduced to some extent. Now the statements of expenditure are forwarded by the Board without any reference to the balance lying with the Board on the date of application. Previously, unless the amount was considerably low on the date of application, the application would not be considered. That was last time. This year this has been changed. There will be some improvement. But in our Board's view—that is the view of our Chairman the instalment should be cut down from five to three. We have no objection to the first instalment of 1/12th. Thereafter the balance money can be released in two instalments of 50 : 50”.

3.47. In reply to a question, the Joint Secretary and Financial Adviser, Ministry of Finance stated “Even if the money is released to them in lump sum, they would keep it in a bank. We have to see to the progress of the expenditure. What is the use of giving the entire money in one instalment, as it has to be spent gradually over a year. . . . . The Finance Ministry has no objection to release one fourth amount every quarter on the basis of the total budget provision for the Central Social Welfare Board. Exactly the same system we are following for all other institutions. It should be followed for the Central Welfare Board also.”

3.48. In regard to an observation that the pattern of Central assistance in the Fourth Plan has been changed from the “Scheme and Sectors basis” to “block grants”, the Additional Secretary, Department of Social Welfare stated “The State Government may or may not give anything at all for social welfare because when you give a block grant to the State, the block grant covers a few items like diet supplies; a few schemes which form not more than 20%. That was the position of N.D.C., last year. So if you give to a state Rs. 50 crores, as a block grant with tied up parts upto Rs. 10 crores, you can say that this could be spent on certain specific items, mostly on agricultural sector. The rest only on social welfare and may be they may spend much more. After all this is the federal Government in action. . . . . I have a great deal of knowledge about the block grants and also various discussions that took place after this. Even today many of the schemes like grants by the Central Social Welfare Board are sometime being objected to by the States and one or two States have written to us saying that we are really using Central funds for Social welfare during the emergency and calling it an All India Body and things like that, but it has a doubtful legality. Their point of view is to put the money in the Central pool. Of course, no body is on war path on this issue. But in the light of the previous discussions which have taken place at the different levels, it will be very difficult for us to keep the funds tied. We have kept sufficient funds. And in the Fourth Five Year Plan we can probably strengthen it. That may be our policy.”

**3.49. The Committee do not agree with the suggestion made by some Social Welfare Organisations that grants be released in the beginning of**

the financial year in full as they feel that all the money cannot and need not be spent in the beginning of the year. They agree that it is essential that the grants should be released in time to obviate financial difficulties of the Social Welfare Organisations. The Committee, however, feel that Central Social Welfare Board has been functioning for over ten years and one would naturally expect that the Board would have evolved by now a definite policy or a settled course of action or a few broad principles and priorities which would guide and enlighten its activities and programmes. The policy would naturally include some broad aims, objectives and the targets which the Board would endeavour to attain over a specific period of time; but the Board has not at any time explicitly enunciated such a policy, nor has it laid down any broad procedure of action. They, therefore, recommended that the question of releasing grant, in time, may be reviewed in depth by Government and a clear procedure laid down with a view to redress the grievances of the Voluntary Organisations who are getting grants-in-aid from the Government.

## CHAPTER IV

### SOCIAL WELFARE PROGRAMME

#### A. Family and Child Welfare Projects

4.1. The Government of India, in the then Ministry of Law and Social Welfare, have in their Resolution No. F. 13-9/67-SW.2, dated the 27th October, 1967 stated as follows :—

“The Government of India have been taking various measures to promote the development of the country’s human and material resources through successive Five Year Plans. One of the most effective means of developing human resources is to concentrate on the Welfare of Children. Although numerous programmes of Child Welfare have been promoted both with the help of the State Governments and Voluntary Social Welfare Organisations, much remains to be done for meeting the essential needs of children in the country. The problem requires an assessment of the needs of the child during the various stages of development and formulation of programmes to meet these needs in the context of the prevailing conditions and the ideals of a Welfare State wedded to ensure its people social and economic justice and equality of status and of opportunity.”

4.2. The Committee on ‘Preparation of a Programme for Children’ (RCPC) have observed in their Report that “The needs of Indian Children, like those of children elsewhere, are related to the biological requirements of their growth, the social environment in which they are born and brought up and the expectations of adult life for which they are prepared. The needs vary with the stages of growth of the child and have to be studied in relation to the five main stages, viz. (i) intra-uterine stage, from conception to birth, (ii) infancy, from birth to one year, (iii) pre-school stage, from 1 year to 3 years, (iv) pre-school stage, from 3 to 6 years, and (v) school stage, from 6 to 16 years. Although the biological requirements are basic to the growth of the child, they are influenced considerably by the social environment.

It was not possible to examine the needs of children without considering conditions in the family in which they grow. Family is the primary social institution for the care and protection of the child. This fact has been accepted in all societies. Although the society and the State also have responsibilities for the well-being of the child, their principal responsibility should be to assist the family in every way to fulfil its natural and social obligation.

The family as a social institution is influenced by various social and economic forces in the society. The family in India has been shaped by tradition, history and religion as well as by economic and social factors. The stability of the family, amidst the vicissitudes in the political life in the country, has been a significant feature of the Indian society. The joint family has been the mainstay of social life, specially in rural society. It embodies common rights in property, a common family hearth, common worship and pooling of resources of the members of the family for food, clothing, housing, education, medical relief, recreation, customary needs and obligations, etc. The institution of the joint family has provided, to a great extent, security to children and promoted measures for their well-being within the available resources.

The Committee (RCPC) recognises that whatever may be the effect of geography, philosophy, religion and culture in shaping the life in the family, the realities of economic situation & the struggle for existence of the common man have a profound influence on the care and well-being of the child. The Indian population has been subjected to famine and vicissitudes of nature, wars and conquests, and recent partition of the country, creating social stresses and economic insecurity of family life. The nation has no doubt made progress in many spheres since independence, but even now the families of less privileged sections of population *e.g.* landless labourers forming one third of the total rural population, are not in a position to provide the care and security needed for the normal growth of their children. Millions of children suffer from malnutrition and other consequences of poverty. Additional support therefore needs to be provided to enable the family to fulfil its obligation to its children in terms of nutrition, health care, education and social well-being. The Committee (RCPC) thinks that the State has to take cognizance of this critical social situation and give an overriding priority to measures for the development and welfare of children.

The families in the cities are experiencing social and economic change as a result of urbanisation. A break-up of the joint family system due to economic change, emerging occupational patterns and decreasing influence of religion and rural traditions is being experienced. A smaller family unit is gradually replacing the large joint family under the impact of the prevailing housing conditions and other social and economic factors. Moreover, industrial development in urban areas has been accompanied by emergence of slums, exposing the families living in these slum areas to conditions which are detrimental to the healthy growth of children. Inadequate housing, squalor and lack of sanitation contribute to the creation of an unhealthy social environment. Low family income results in the denial of nutritive food and education so vital for the growth of children. The slums create conditions for the spread of delinquency and destitution among children residing in them.



### *Basic Needs of a Child*

After having stressed the importance of the family in the life of the child, it is necessary to examine in some detail his basic needs. One of these needs is to accord due recognition to the individuality of the child. Maternal protection, love and understanding in the home and the family are essential for his growth. The Committee (RCPC) believes that the child should not be separated from the mother except for any social reason.

The child has special needs in respect of health. From the time of conception both mother and child should be protected against diseases and a sick child should receive proper medical treatment. Communicable diseases are the major cause of sickness and death during childhood. Maternity and child health services are, therefore, basic to the development of health of mother and child. Similarly nutrition is basic to health and adequate nutritive food for the expectant mother and the nutritive food is a necessary condition for the healthy growth of the child. Food adapted to the specific requirements of the child at different ages has to be provided in requisite quantities. Hunger and mal-nutrition undermine and stunt the growth of the child and prevent him in later life from making his full contribution as a productive worker. Slowness, lethargy, apathy, inefficiency in work and social relationship can be traced to dietary deficiencies. Shelter against the rigours of climate is another need. It has to be ensured that the child lives in a house that not only provides sufficient accommodation but also shelter against severities of weather.

Education is an essential need of the child, specially such education as will help him to develop knowledge, judgement, moral and social values and enable him to play his role in society, when he becomes an adult. A sound educational system is also vital to the development of the community and the nation as a collective entity. One problem of developing educational facilities is to determine the priorities to be given to pre-school, primary, secondary, technical and college education. The Committee (RCPC) is of the view that pre-school education has to be considered a basic educational and social preparation for subsequent development of the child.

Another need of the child is play and recreation for his balanced growth. Experience shows that the child, specially the pre-school child, grows and acquires social values through play and recreation. The media of play and recreation should be utilised effectively to provide facilities of creative expression, which is an important factor in the healthy growth and development of the child.

The welfare services are not only to be provided for the handicapped, destitute or delinquent children, but also for the normal children to overcome the influences in the community that interfere with their development and growth. The dynamic political, economic and social developments are causing profound changes in the structure and composition of society throughout

the country. The social institution of the joint family, which provides security to the child, is undergoing transformation and its capacity to meet its responsibilities is progressively getting impaired. In addition, the old feudal organisation of rural communities is being influenced by the introduction of a democratic system. Besides, sudden contact with new cultural patterns stimulates new, often unwholesome wants, disrupts the family structure and displaces traditional morality without substituting sound new values. Added to it are the problems of migration of population from the rural areas to newly created industrial complexes. The more sudden the transformation, as in the case of some of the tribal areas, the more difficult is the adjustment and more pronounced are the frustrations. Thus sudden economic changes due to technological advances create a social vacuum, which provides a situation for social disorganisation and maladjustment. The Committee (RCPC) would like to emphasise that in such situations additional social welfare services are required for the normal growth of the child."

4.3. The said Committee has further observed in their Report that "The size of the population of children and mothers is so vast and the needs so varied that any programme of welfare services that may be designed will call for its implementation, united effort of all concerned-Government, community and individual families. The Committee (RCPC) would like to point out that unless a climate of cooperation is created for meeting the needs of children and mothers all over the country, it would be almost impossible to meet the challenge posed by an adequate programme for the welfare of Indian children.

Maternity and Child Health services are basis to the growth and development of child. The primary health needs are that (a) every expectant and nursing mother maintaining good health, learns the art of childcare, has a normal delivery and bears healthy children; and (b) every child lives and grows in a family unit with love and security, has healthy surroundings, receives adequate nourishment, health supervision and efficient medical attention and is taught the elements of healthy living.

It has been mentioned elsewhere that the services required for the various needs of mothers and children will have to be organised on an immense scale. Women in the age group 15-45 constitute nearly 22 per cent of the total population. Children in the age group 0-14 constitute another 40 per cent of the total population. Thus health needs of nearly 62 per cent of the total population have to be met through maternity and child health services. Of these only a small proportion are being reached at present through the existing services and compared to what has already been achieved, there is a vast field which still remains to be covered."

#### *Holiday Homes*

4.4. The Review and Evaluation Committees on the Programmes of the Central Social Welfare Board (REPCSWB) have observed in their Report  
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“While the Board could not encroach upon the domain of education it could with advantage take some initiative in aiding voluntary institutions to organise holiday homes for children of the school-going age. The Board at its meeting held in August, 1958, decided to sponsor and assist a scheme for children of families in low income-groups. The aim of holiday camps is to organise leisure time activities for children of 12 to 16 years of age of parents earning Rs. 200 or less per month during the vacations for periods extending to 21 days. The Board has so far approved grants for nearly 500 camps involving a total amount of Rs. 14.40 lakhs.

#### *Welfare Extension Project (Urban)*

Another important advance made by the Board was in the field of urban welfare. The increasing pace of industrial development has been accompanied by a rapid growth of slums in the urban and new industrial areas. This has given rise to numerous problems of housing shortages, lack of civic amenities and increase in juvenile delinquency. In order to meet the pressing needs of these areas, the Boards decided in 1958, to provide assistance to voluntary institutions for organising welfare services in urban areas with voluntary participation. These projects envisage a multi-dimensional approach to the provision of certain minimum welfare services in cooperation with local civil authorities, wherever possible. The projects provide a closely-knit programme of services such as balwadis, creches, craft and adult education for adult women, educational programme for the youth and maternity and child welfare services.

The information regarding number of Welfare Extension Projects (Urban), amount sanctioned and amount released during Second and Third Plans and from 1966-67 to 1970-71 is given below :—

Period	No. of Projects existing	Amount of grant sanctioned in lakhs	Amount of grant released in lakhs
1. <i>Second Plan</i> 1958 to 1961	66	16.47	8.70
2. <i>Third Plan</i> 1961 to 1966	74	21.14	18.66
3. 1966-67	56	8.70	2.22
4. 1967-68	31	1.97	2.07
5. 1968-69	30	1.99	1.84
6. 1969-70	29	1.86	1.46
7. 1970-71	32	2.04	2.81
TOTAL		49.17	37.76

4.5. In regard to the Family and Child Welfare Programmes, the Committee have been informed by the Department of Social Welfare, in a written note, that the Family and Child Welfare Scheme is the largest single national programme directed towards the welfare of women and children in rural areas. The programme was initiated on the 14th November, 1967 as a follow up of the earlier programme of the co-ordinated Welfare Extension Projects and the Integrated Demonstration Projects initiated by the Central Social Welfare Board and the Ministry of Community Development during the early Five Year Plan. The objective of the programme of Family and Child Welfare includes :

- (a) Provision of integrated services to children in the villages, specially those in the pre-school stages;
- (b) Provision of basic training to women and young girls in home-craft, mother-craft, health education, nutrition, education, child care and essential health and maternity services for women;
- (c) Assisting women in the villages through Mahila Mandals and specially established centres as well as existing agencies for obtaining supplementary work and income augmenting family welfare; and
- (d) Providing cultural, educational and recreational activities for women and children.

4.6. The programme is based on the joint cooperation of the Local Bodies, the Panchayats and the Panchayat Samities, the Community Development Administration, the local voluntary organisations and the Social Welfare Department. It has the combination of institutional set-up at the main centre, extension services at the sub-centres and promotion of services by the local organisations through aided centres at the village level.

4.7. A total provision of Rs. 7 crores has been made in the Fourth Plan for the programme. The UNICEF gives assistance for the promotion of training programme and for the supply of equipment and vehicles. The Central Social Welfare Board is entrusted with the responsibility of implementing the programme at the field level. At the State level the programme is promoted by the State Social Welfare Advisory Board in cooperation with the State Department of Social Welfare/Rural Development/Community Development/Panchayati Raj. At the Block level the programme is executed by the Functional Committee having representatives of the Panchayat Samitis and the State Welfare Advisory Board.

4.8. Each Project is provided with one main centre having Griha Kalyan Kendra and Bal Vikas Kendra, five sub-centres and two aided centres. The project is serviced by two mukhya sevikas, 6 bal sevikas, two gram sevikas and 7 sahyak (helpers). The services of the Community Development Administration, Primary Health Centres and the village schools are

being utilised for providing integrated services for women and child welfare.

4.9. Uptil now 175 Family and Child Welfare Projects have been established in different parts of the country. Fifty more projects have been sanctioned during 1970-71.

4.10. Each Family and Child Welfare Project has a provision of Rs. 61,810 for recurring expenditure and Rs. 55,000 as non-recurring expenditure. The non-recurring expenditure includes provision towards construction of the building at the main centre as well as at five sub-centres. The budget provision for the total programme for 1967-68 was Rs. 6.13 lakhs, in 1968-69, Rs. 6.20 lakhs, in 1969-70 Rs. 100 lakhs and in 1970-71 Rs. 1.40 crores. The UNICEF grant for the total programme came to \$ 177,000 during 1967-68, \$ 193,000 during 1968-69 and \$ 220,000 during 1969-70. For the year 1970-71 a provision of \$ 145,000 has been made by UNICEF.

4.11. The Department of Social Welfare constituted a Evaluation Committee in 1969-70 under the chairmanship of Shri P. P. I. Vaidyanathan, Additional Secretary, Government of India with representatives from the Planning Commission, Department of Community Development, Schools of Social Work and the Central Social Welfare Board, Indian Institute of Public Administration and the Department of Social Welfare. The Evaluation Committee has already submitted its Report. The Evaluation Committee has found the programme useful. It has suggested that the programme should not only be continued but further developed. The Committee has, however, suggested various modifications in the contents of the programme as well as recommended strengthening the administrative personnel at the Centre and the State levels for the effective implementation of the programme at the field level.

4.12. According to the existing arrangement the Programme of Family and Child Welfare, incorporated in the Fourth Five Year Plan under Social Welfare Sector as a Central Scheme, has been entrusted by the Department of Social Welfare to the Central Social Welfare Board for its implementation. The Department releases the funds allotted for the programme under development plan to the Board in instalments. It has signed a Plan of Operation for assistance with UNICEF.

4.13. It has constituted an Inter-ministerial Coordination Committee for securing cooperation of other Ministries and U.N. Organisations. The Central Social Welfare Board has constituted a small standing Coordination Committee with representatives of the Department of Social Welfare, Planning Commission and UNICEF to advise on the day to day problems that may emerge in promoting the programme. The Central Board sets the pace of the programme by selecting the projects, preparing detailed

programme for each project and releasing funds along with detailed guidelines for the promotion of the programme to its State Social Welfare Advisory Boards.

4.14. At the State level the State Social Welfare Advisory Board assumes the responsibility of implementing the programme. It receives funds from the Central Board. The State Board has also constituted a State level Coordination Committee with representatives of the State Departments of Social Welfare and Rural Development/Community Development/Panchayati Raj. It is required to meet at least once a quarter. It releases funds to the Functional Committee of each project and supervises its work. The State Board releases funds for the programme in four instalments.

4.15. The Programme of Family and Child Welfare marks an improvement over the earlier programmes of Child Welfare or Women's Welfare in as much as for the first time an effort is being made to treat the family as a unit and develop services for the welfare of children, women etc. as members of the family. The approach has the advantage that it aims at dealing with the individual with reference to the family background. This ensures better and more effective development of these sections namely children and women in the rural areas.

4.16. It was brought to the notice of the Committee that "Services for children and mothers under the Family and Child Welfare Projects are at present unevenly developed, it is necessary to stabilise the minimum of services for children and mothers in all projects as a first measure." The Committee have been informed, in a written note by the Department of Social Welfare that this was one of the recommendations made by the Evaluation Committee on Family and Child Welfare Projects. The recommendation has been passed on to the Central Social Welfare Board for implementation. The specific measures to be adopted by the Board in this regard are still to be worked out by them.

4.17. Similarly, in regard to another suggestion that "the provision of health and medical services for children and mothers in the Family and Child Welfare projects requires to be strengthened", the Committee have been informed by the Department of Social Welfare in a written note that this was another recommendation of the Evaluation Committee as Family and Child Welfare Projects and it has been passed on to the Ministry of Health for implementation.

4.18. When enquired by the Committee whether the recommendations contained in the Report of the Evaluation Committee on Family and Child Welfare Projects have since been examined by Government and if so, what is the nature of decisions and action taken to implement them, the Department of Social Welfare have stated, in a written note that the

recommendations of the Evaluation Committee have been examined by the Department and accepted in principle and that they have been passed on to the Central Social Welfare Board for implementation.

4.19. The Committee agree with the observation that the needs of Indian children, like those of children elsewhere are related to the biological requirements of their growth, the social environment in which they are born and brought up and the expectations of adult life for which they are prepared. The family, as a social institution, is influenced by various social and economic forces in the society. The dynamic political, economic and social developments in the country are causing profound changes in the structure and composition of society throughout the country. The size of the population of children and mothers in our country is so vast and the needs so varied that any programme of welfare services that may be designed will call for its implementation a united effort of all concerned—Government, community and individual families. Unless a climate of co-operation is created for meeting the needs of children and mothers all over the country, it would be almost impossible to meet the challenge of providing an adequate programme for the welfare of Indian Children. The nation has no doubt made progress in many spheres since independence, but even now the families of less privileged sections of the society e.g., landless labourers forming one third of the total rural population, the tribals, the migrators, urban labours, etc. are not in a position to provide the care and security needed for the normal growth of their children. The families in the cities are experiencing social and economic change as a result of urbanisation. Besides, industrial development in urban areas has been accompanied by emergence of slums, exposing the families living in these areas to conditions which are detrimental to the healthy growth of children. The slums create conditions for the spread of delinquency and destitution among children living in them. The Committee would like to recommend that effective steps should be taken by Government to provide the required services to meet the needs of the families of the less privileged sections of the society on a priority basis.

4.20. The Committee note that upto now 175 Family and Child Welfare Projects have been established in different parts of the country. The budget provision for the total programme for 1967-68 was Rs. 6.13 lakhs, for 1968-69 it was Rs. 6.20 lakhs, for 1969-70 it was Rs. 100 lakhs and for 1970-71 it was Rs. 1.40 crores. In addition to that the UNICEF also gave grant for this programme. In view of the fact that the recommendations of the Evaluation Committee have been examined by the Department of Social Welfare and accepted in principle and they have been passed on to the Central Social Welfare Board for implementation, the Committee have no doubt that Government would keep a keen watch to see that the recommendations of the Evaluation Committee are implemented in letter and spirit.

### *Nutrition Programme*

4.21. The Prime Minister in her Budget Speech on 28-2-1970 stated :

“To supplement existing schemes for school-feeding and the like, a beginning is being made with a programme to meet the nutritional requirements of the age group 0-3. A provision of Rs. 4 crores is being made in the Budget for children in tribal development blocks and in city slums. From time to time, the programme will be extended with the help of specially designed schemes to raise additional resources.”

4.22. It has also been explained in the ‘Notes on Demands for Grants’ for the Department of Social Welfare—1970-71 that “The next Budget has been substantially stepped up to provide for ‘Crash Programme on Nutrition for Children in the age group of 0.3 year.’ The Programme aims at providing skimmed milk, processed and prepared food through Maternity and Child Health Centres and Family and Child Welfare Centres to 2 million infants and children in vulnerable areas of tribal blocks and slums of metropolitan cities. A provision of Rs. 4 crores has been included for this purpose.”

4.23. It was brought to the notice of the Committee that “More than 80 million children in the age group of one to 12 in the country suffer from malnutrition. Almost 14,000 go blind every year because of vitamin A deficiency. A national nutrition programme to meet the needs of all these children will cost at least Rs. 300 crores a year. Since funds of this order cannot be found, the country has of necessity to adopt a selective approach. The Fourth Plan allocates merely Rs. 40 crores for the nutritional programme. The Government’s claim that this will be adequate to provide the basic elements of nutrition to about two million school children is far from convincing. Spread over five years and two million children this works out to be no more than 16 paise a day per child on the basis that the scheme will operate for 250 days in a year. A worthwhile nutritious meal for a child will however, cost at least 50 to 60 paise. The whole project will come to nothing if the available resources are spread too thin. It will be far more sensible therefore to restrict the programme to about 50,000 children. The danger is that even so it may not have much impact if it is not implemented with great care. What is needed is a concerted effort in which not only Government departments like those of social welfare, food and agriculture and community development but also non-official organisations join.”

4.24. It has also been brought to the notice of the Committee that “better nutrition ensures a healthier, more vigorous and therefore more productive nation. This goal is within our grasp if only we can educate people on the need to change their eating habits. Cheap vegetable foods which are readily available in the village or which can be cultivated easily,



can provide all the calories, proteins, vitamins and other protective elements the human body needs. What is lacking is a campaign of mass education to carry the message of better nutrition to those in most need of it. Malnutrition is a problem of public health and must be overcome through the joint efforts of researchers and administrators. The time for doing it is right now."

4.25. The Additional Secretary, Department of Social Welfare stated, during evidence, "There are really two nutrition programmes on hand. One is the programme organised purely by the voluntary agencies and so problem does not arise in respect of that. What the newspaper (dated 24-8-1970) referred to, was the nutrition programme for the 0.3 age group for which Rs. 4 crores budget allotment was made this year. We have had to start from scrap. We have no organisation as such but we get the State Governments to help in trying to work out the manner in which this programme should be run. The approach of the States differ very much. Some States want to run it 100% through voluntary organisations while some States prefer the municipal organisations to the Voluntary organisations. It all depends on the existing administrative set-up. For instance in Ahmedabad they think that with the Municipal Corporation they will be able to implement this programme. In Calcutta they prefer to use the voluntary agencies a hundred per cent. But there seems to be a misunderstanding by some of the voluntary agencies also. It is not as if this is a programme in which the whole responsibility can be transferred to them. I can delegate a good part of the work to the State Governments and in the same way the State Governments can delegate some of the functions to the voluntary agencies."

4.26 In regard to the Prime Minister's budget speech on 28-2-1970 regarding schemes for school-feeding and the like, the Additional Secretary stated "We first called all the State Government representatives here in the first week of April. We could not call them before April because of budget Session in Parliament. We discussed on certain approach and ultimately it was decided that by the end of May they would all be ready with the detailed programmes. But I must say that some of the State Governments have been fairly lukewarm in piloting this Project. Actually we had to go and repeatedly ask the State Governments and in fact our officers were trying to persuade them to embark on this programme. As a matter of fact, the programme started in July-August. In July a few Centres were started and they are still going on and the programme is very uneven. Some States from who we expected very much like Madras, are very lukewarm about this. States like Gujarat and Madhya Pradesh have made good progress. Maharashtra has got large plans. But they are still held up with their organisational difficulties. Calcutta started on a small scale basis but with good quality they are having difficulties in expanding the programme. So the position is extremely uneven and I can only give broad

picture about the magnitude later on." He further added that "I am afraid there has been a mis-reading of our intentions and procedure also. Because, right from the beginning we have made it very clear to all the States (and even at the meeting which was held in the last week of April) that the programme is highly flexible. The only ceiling we insist is the financial one because we cannot extend money too freely. But even in the financial ceiling we originally thought of was raised considerably at the instance of the States. Today, our pattern is about 18 paise per day per child for food, and about 2 paise for transport and about 3½ paise for the over heads. We wanted to keep the over heads, administrative charges and transport within these limits because, I must say that the bulk of the money should go towards food for the children rather than being spent on other things. Regarding flexibility on the question as to what exactly the children are going to eat we said that in the case of tribal and rural areas where naturally we cannot transport milk and where no baker will send bread, for the time being they should prepare something which is similar to the food with which the school children are being fed. That is only for the time being. But, in the long run, we have told them that they have to devise some formula depending on the local food habits and local availability of the material. For this there are only two tests. One is, it should be acceptable and the other is, it should have a proper nutritive value to the children. Within this criteria whatever formula they are able to devise will be approved."

**4.27. The Committee are happy to note that a provision of Rs. 4 crores had been made in the Budget for 1970-71 to supplement the existing schemes for school-feeding and the like to meet the nutritional requirements of children of the age group 0.3 in tribal development blocks and in city slums. The Committee agree with the view that better nutrition ensures a healthier, more vigorous and therefore more productive nation and that this goal is within our grasp if only people are educated on the need to change their eating habits. Cheap vegetable foods which are readily available in villages or which can be cultivated easily, can provide all the calories, proteins, vitamins and other protective elements which the human body needs. What is needed is a concerted effort in which not only Government departments like those of Social Welfare, Food and Agriculture and Community Development but also non-official organisations join.**

**4.28. In regard to the schemes for school-feeding and the like, the Committee are sorry to note that some of the States have shown lukewarm interest. They hope that the Central Government would ultimately be able to persuade the State Governments concerned to implement the nutrition programme with interest and enthusiasm. They feel that the problems of Calcutta, Madras, Bombay and Delhi should receive special attention**

and specific clear-cut schemes should be chalked out which may serve as models. These towns have also well-established State owned Dairy Schemes and these should be suitably drawn upon for implementing the Nutrition Programme for Children.

**B. The Handicapped—(i) Blind, (ii) Deaf and Dumb, (iii) Orthopaedically handicapped, (iv) Mentally retarded and mentally deficient and (v) Leprosy.**

4.29. It has been stated that the attention of the society has been focused on the neglected handicapped for the first time in history. This is due to the revolutionary advance in medical and para-medical sciences and also because of the development of various social services and philanthropic organisations. The other contributory factors for the enhanced and genuine interest in the handicapped are the alarming rate of increase of the number of handicapped, the very encouraging results of measures to help them, and the acceptance of the concept of "social responsibility" for handicaps.

4.30. Early societies provided education only for a chosen few and naturally the handicapped figured nowhere. In fact many societies made it difficult or even impossible for them to survive. A variety of justifications were found for killing, abandoning, and ostracising the handicapped members of the society. Some of the societies even felt threatened by the economic burdens to handicapped were supposed to impose. Others believed that it was necessary to destroy the handicapped offspring to guarantee the perpetuation of only the strong and the beautiful. Still others, followed by the emergence of other religious doctrines, which allowed the handicapped to survive held the view that a physical handicap represents the punishment inflicted by a wrathful God. Man is called a sinner and he has to seek happiness in the life hereafter. Similarly, Buddhists believed that life was painful, and in Japan passive resignation was considered virtuous, as shown by the widespread use of the phrase "It cannot be helped".

4.31. The picture is completely changed today. We find a genuine and real awareness of the handicapped in all the societies. The scope of the terms 'handicap' which meant only the deaf, the blind, the orthopaedically handicapped and mentally handicapped has become so wide as to include the partially sighted, the hard of hearing, the speech defective, the delicate, the epileptic, the cardiac, the diabetic and the like.

4.32. Current trends in special education, in the first place, veer round the controversy over "integration versus segregation", being debated throughout the world. The tendency to relate the handicapped more and more closely to the normal people rather than to regard them as a separate entity

is manifested in many different ways. It is shown in attitudes and points of views regarding the handicapped as well as in the specific practices followed in the education and training of the handicapped. It is argued that the handicapped and the normal do not constitute two distinct groups, but are the same in regard to their emotions and feelings.

4.33. It has been brought to the notice of the Committee by a Social Welfare Organisation "As far as blind welfare work is concerned, we have still to travel far for evolving a definite and a practicable plan to follow to get the maximum results. The picture at present is that there is hardly any plan noticeable. Things have come up at random." It has been suggested that "the blind should be prevented from begging. Blindness draws the greatest sympathy and there is therefore the likelihood on the part of the un-rehabilitated blind to exploit the sighted. There are many among the blind who are able-bodied who can be made to contribute to the wealth of the nation. . . . Employment of certain percentage of the blind and the other handicapped can be accelerated by Legislation. In practically all the Western countries such Legislation does exist. As a result of this industries are compelled to employ the handicapped."

4.34. Another Social Welfare Organisation has stated "the Deaf and Dumb, who form one of the major portions of the handicapped, have not been getting proper attention from the Government mainly because there is no officer to look exclusively to the problems of the deaf. . . . The question of existing legislation achieving betterment or progress in the rehabilitation work is worth giving second thoughts. For the deaf in particular have not yet benefitted from the existing legislation as it does not cover the more important areas such as fixing up a percentage of jobs in various offices and Industries for the handicapped which will safeguard the interest of the deaf and would ensure a certain minimum percentage of employment."

4.35. It has been brought to the notice of the Committee that "After struggling for years to attain proficiency in various fields, scores of blind men and women still find their disability an almost insurmountable hurdle in the way of employment. . . . A few have been fortunate to get jobs on the basis of their qualifications, but they too complain that full justice is not being done to them. . . . Despite their bright academic career, they find themselves handicapped by the stigma attached to blindness."

4.36. A Social Welfare Organisation has stated, in a written memorandum, "the Department of Social Welfare has schemes under its set-up and assistance on a very minor scale. It is like a drop in the ocean of rehabilitation work for the handicapped and destitutes, etc. of the country. This field must be developed on a very big scale. . . . It seems that the programmes of rehabilitation, specially for the handicapped are not well understood as yet by many and hence the growth has been either on a very

small scale or in a haphazard way. It is time that the Department of Social Welfare, Government of India should organise its activities in such a way that whatever work has been developed, should be improved upon and the schemes and programmes undertaken or suggested under the Fourth Five Year Plan should be benefitted properly and may not finish up due to official processes. . . . .” It has been suggested that “The existing law in the country to govern the activities and schemes under social welfare and rehabilitation is adequate to carry on the work to a reasonable success during the Fourth Five Year Plan. Certain deficiencies may be made good. One of them should be that all the equipment, like a wheel-chair, artificial limbs, crutches, orthopaedic shoes and self-help appliances, etc. be provided free to all the handicapped according to their medical and social requirements and it must be free at least to those who cannot afford to pay.”

4.37. It has been further stated “such equipment must be subsidised by the Government. It may not be possible for the State Government to arrange this type of legislation, as it may involve about 5 to 10 lakhs of rupees in each State. To help the State Governments, the Centre must take a lead to have proper legislation so that these orthopaedic appliances as quoted above may be provided free of charge from recognised manufacturing institutions and under medical supervision, to those whose income or whose parent/guardian's income is not more than Rs. 1,000. There is a Legislation in this regard in Kerala State. They give free equipment to the handicapped in case their guardians don't pay income-tax. But the legislation does not seem to be adequate. This provision of free artificial limbs and other equipment is very necessary as ordinarily a handicapped cannot buy them. Without this they are not in a position to have full mobility and functioning. Thus the residual abilities of the patient remain un-utilised, there is a loss to the nation. And also it is a disgrace to humanity and disgrace to social aspects of our living in case a poor person who cannot afford to pay for these things is unable to walk, unable to work and thus unable to earn a good living.” It has been further pointed out that “there may be proper legislation which may assist admissions of the handicapped to institutions. Compulsory admission of mentally retarded and severely affected orthopaedically handicapped will be very helpful to reduce the burden and miseries of a family to which such a case belongs to; and this handicapped in an institution will get full benefit of the rehabilitation schemes. If all the mentally retarded and physically handicapped are compulsorily made to get admission in institutions for rehabilitation, lot of Social Welfare will automatically occur in the community. There is a big group of mentally sub-normals and partially physically handicapped who commit thefts, burglaries and even murders. Many of the ‘goondas’ and street-terrors belong to the marginally retarded class and partially physically handicapped. They easily are misguided by cunning and selfish people and thus are misused.”

4.38. It has been brought to the notice of the Committee that "the Government of India grants scholarships to handicapped students who have acquired a certain percentage of marks in their previous examination. This helps the unfortunate ones in getting decent employment after they finish their studies? They are definitely at a disadvantage when they have to compete with normal persons for employment. They are not medically fit for higher competitions though some of them are quite intelligent. They are, in fact only eligible to become clerks. The Government should take steps for the betterment of these handicapped students. Other things being equal, seats should be reserved for them in the public as well as the private sector as is done in the case of Scheduled Castes and Scheduled Tribes."

4.39. A Social Welfare Organisation has stated, in a memorandum "Some leprosy patients have become destitute or are so poor that they are unable to look after their children. Even if they were able to do it, the children do not receive adequate attention for the treatment of leprosy, if they are not infected. The children already infected should receive treatment either at a leprosy treatment centre or hospital. Even more important from the Social Welfare point of view is the protection of the uninfected children. In the past, it was the custom to look after these children in special Homes called Healthy Children's Homes or Preventoria. It is now recognised that, except in an exceptional circumstance as in the case of the Healthy Children's Home in Shahdara where a large number of children had to be separated from their parents in the Shahdara Leprosy Colony, it is sound and reasonable to admit uninfected children, with a clear medical certificate, in the general Orphanage or Children's Homes. A directive should go from the Social Welfare Ministry to Children's Homes, Orphanages, etc., that uninfected children of leprosy patients, with a clear medical certificate should be admitted to these Institutions. In South American countries like Brazil where a large number of preventoria were organised, they have converted the preventoria into general orphanages in order that the stigma of a specialised institution for the uninfected children of leprosy patients may be avoided and the integration of these children into normal life may be worked out smoothly.

### *Rehabilitation in Leprosy*

With the very hopeful situation created by effective therapy leading to cure of leprosy and effective methods of physiotherapy and surgery for preventing and correcting deformity, the rehabilitation of leprosy patients has become a very urgent one. Among the patients themselves the right to rehabilitation is now well-recognised and they have to be provided immediate rehabilitation. Government themselves may start some vocational training centres and sheltered industries. Government may help, perhaps even more profitably, voluntary agencies to start such training and such industries. The urgency of the problem cannot be overstressed.

### *The Problem of the Crippled Leprosy Patients*

In the past, owing to ignorance, ostracism and neglect some patients have become so severely crippled that they cannot possibly look after themselves. This number, however, is not very large. The best plan for their welfare will be to give them an allowance if a relation or a friend is willing to look after them, or to encourage the existing leprosy sanatoria and colonies to reserve a certain number of beds for these by giving them an appropriate per Capita grant."

4.40. To a suggestion that the employment of a certain percentage of the blind and other handicapped could be accelerated by legislation, an eminent Social Worker, informed the Committee during evidence that "Unless you rouse the social consciousness of the people, you cannot solve this problem. If you do not have the employment potential in the country, I do not know how far you can succeed." It was also suggested "some plan should be evolved whereby these people can work and earn their living—rehabilitation in the real sense, not working for Rs. 5 or Rs. 10". Regarding artificial limbs, it was stated that the artificial limbs should be less expensive for which some workshops should be started.

4.41. Regarding supply of artificial limbs at subsidised rates, the Government representative stated, during evidence, "Artificial limbs are being supplied at concessional rates and even free by some of the State Governments to those who do not have resources to pay for them, the criterion being the income. Supposing a person has only an income of Rs. 100 per month and the appliances cost about a thousand rupees, the State Government does subsidise the cost and even supply them free in some cases. There is a Government directive in some States that persons having an income of less than Rs. 100 p.m. should be given free appliances. We also, at the Central level—if a request is made—sanction funds from the Minister's Discretionary fund to enable these people to get these limbs. We also give some financial help."

4.42. The Committee have been informed in a written note that "Several countries have adopted comprehensive social security measures which also cover the blind. In addition, some of the countries have enacted legislation compelling employers to employ a percentage of physically handicapped persons, including the blind. A notable example is the United Kingdom.

4.43. In Japan, blind persons practice largely traditional occupations. Acupuncture is the most common occupation of the blind. New occupations are, however, being discovered in several countries. To quote an instance, many blind persons are now being employed as computer programmes, X-ray plate washers, telephone operators, physical-therapists and the like. Although no national survey has been undertaken, the special employment exchanges for the physically handicapped do try to place blind

persons in newer occupations, particularly in the field of light engineering. The National Centres for the Blind, Dehra Dun has already introduced training in telephone-operating and X-ray plate washing."

4.44 The Committee agree with the view that the handicapped persons after struggling for years to attain proficiency in various fields find their disability an almost insurmountable hurdle in the way of employment. A few who have been fortunate to get jobs on the basis of their qualifications also complain that full justice is not being done to them. Despite their bright academic career, they find themselves handicapped by the stigma attached to them. The Committee feel that this problem cannot be solved by legislation alone. The social consciousness of the people has to be roused to help the handicapped to regain their confidence and earn their livelihood to lead meaningful life in the society.

4.45 The Committee would like to emphasise development skills which would make a handicapped person a productive unit. They would also like Government to impress upon the employers, particularly those in the Public Sector, the desirability to show consideration for the handicapped by carefully classifying the jobs where they would be usefully employed and to give them adequate opportunity to prove their worth.

4.46. The Committee are happy to note that artificial limbs and other equipments for handicapped are being supplied at concessional rates and even free by some of the State Governments to those who do not have resources to pay for them, the criteria being the income. The Committee hope that the remaining State Governments will also extend similar facilities to the handicapped. The Central Government also, on request, sanction funds from the Minister's Discretionary Fund to enable the handicapped people to get the artificial limbs as also some financial help. The Committee suggest that such benevolent provisions should be given wide publicity throughout the country so that the really needy may avail of this facility.

#### *Mentally Retarded Children*

4.47. It has been brought to the notice of the Committee that "the existing schools for mentally retarded children in the entire country (mostly run by voluntary agencies) cater for about 2,000 children—both day scholars and residents. In other words, only one mentally retarded child in about 875 is now in a position to attend a school and have some opportunity for education and training."

4.48. The Committee desired to know (a) as to what is the actual position existing now and (b) are Government satisfied with whatever has been done in this regard so far? If not, what measures have been taken or are proposed to be taken to remedy the situation?



4.49. The Committee have been informed, in a written note, that "The country has at present about 70 schools for retarded children. These provide educational opportunities only to about 0.01% of the children." It is important to bear in mind, however, that all retarded children are not educable. No survey has been made to find out what percentage of educable children is covered. Such a survey does not seem feasible on a large scale because of the complexity of assessing mental ability with the available psychological measuring instruments.

In the Fourth Plan, most schemes for the handicapped have gone to the State Sector. The Government of India have, however, set up a Model School for Mentally Retarded Children in New Delhi. This is proposed to be developed into a comprehensive national centre, providing several services. The national centre would only function as a demonstration service."

4.50. The Committee have been informed, during evidence, by a Social Worker that "I know the existence of a law in the State of New York which prevents parents from retaining with them in their houses mentally retarded children unless they take special permission from the Government on the assurance that they will make adequate arrangements for their training in their homes themselves. In the case of children sent to such Centres, the State pays for the children if the parents are not able to pay for them." The witness desired enforcement of a similar legislation in India.

**4.51 The Committee are distressed to note that in India, at present, educational opportunities are available in 70 schools only to about 0.01 per cent of mentally retarded children. The Committee would like Government to encourage establishment of new schools and expansion of the existing ones to meet the pressing requirements of handicapped children. The Committee would also like Government to arrange for evaluation of such schools and schemes urgently by experts so that necessary improvements could be effected in the light of experience gained.**

### C. The Aged and Infirm

4.52. It has been suggested by a Social Welfare Organisation that "It is high time that some beginning is made to establish a modicum of Social security at least as regards the organised handicapped sections of Society. The Old Age Pension Scheme does not touch even the fringe of the problem of old people. While the organised vocal and powerful industrial labour is reaping more and more of the Social insurance, some thought needs to be given to the handicapped and vulnerable sections of the population also."

4.53. The Committee desired to know the views of Government in this respect and they have been informed, in a written note, that "The desirability of establishing a modicum of social studies at least for the organised handicapped section of the society specially the aged, was examined in the

Planning Commission as well as in the Department. Earlier proposal of introducing national programme of old age assistance was considered. A provision of Rs. 20 per month per aged for those of 65 and above was considered and the total requirements for providing assistance to the aged came to 222 crores for five years. In view of the limited resources available in Social Welfare in the Development Plan and in view of the importance of giving priorities to the child welfare services it has been decided to postpone the inclusion of the programme of old age assistance in future development programmes.

The social security measures including social insurance requirements of economic development could ensure full employment. Only through the programme of contribution during the period of employment by the workers, the employer and the Government, the required funds for providing social security measures could be developed. In absence of full employment, the scheme of social security could not be sustained by the present economy. This is the basic point that requires to be ensured while considering promotion of social security including old age assistance.

This will undoubtedly be welcome. An Indian delegation which recently visited USSR has also suggested that all totally blind persons in the country should be provided a small monthly pension."

**4.54. The Committee agree with the view that it is high time that some beginning is made to establish a modicum of social security for handicapped sections of the society specially the aged. The Committee note that this matter has been examined in the Planning Commission as well as in the Department of Social Welfare but in view of the limited resources available for social welfare in the Development Plan and also in view of the importance of giving priorities to the child welfare services, it has been decided by Government to postpone the inclusion of the programme of old age assistance to future development programmes. The Committee would, however, like to suggest that if possible, a beginning might be made now, even on a pilot basis, so that some relief is provided to the very old people who have no family members to support them and necessary expertise gathered to evolve and implement a more extensive programme, as resources become available.**

#### **D. Pre-Vocational Training Programme**

4.55. It has been stated that Pre-Vocational Training programme was introduced during the Third Plan as an experimental measure to deal with the pre-vocational education programme of those students who could not continue their education after primary school. The Government of India formulated the scheme with the following objectives :

- (i) To provide a programme of pre-Vocational Training-cum-General education to children of the age-group 11-14 years, who have completed their primary education but could not proceed further due to economic and other reasons.

- (ii) to provide a means by which the majority of these children after completing a three-year training course, could enter into employment market as helpers or semi-skilled workers or who can go for further training in the industrial training institutes or similar organizations.

4.56. The scheme was initiated in 1963 with the assistance of UNICEF, ILO and UNESCO. The UNICEF provided workshop tools, equipment, training aids etc. There are 64 Pre-Vocational Training Centres in various States including 5 Regional-cum-Pre-Vocational Training Centres established in Ludhiana, Narendrapur (West Bengal), Karad (Maharashtra), Secunderabad and Madras.

4.57. The Regional Training Centres are under the direct administrative control of the Department of Social Welfare, while 59 Pre-Vocational Training Centres are administered by the State Governments/Union Administration, with hundred per cent assistance from the Central Government. The Regional Pre-Vocational Training Centres have so far trained 236 craft instructors posted at the Pre-Vocational Training Centres. In addition to the training of Craft Instructors, 57 Career Masters have also been trained at the Regional Centre, Secunderabad.

4.58. The Pre-Vocational Training Centres offer 3 years course, imparting training in general education upto middle school standard and vocational training in the following crafts :—

Group I	(a) Basic fitting including simple turning.
	(b) Sheet metal work.
	(c) Gas Welding (low pressure).
Group II	(a) Smithy.
	(b) Moulding.
Group III	Carpentry.

4.59. In accordance with the scheme for the establishment of Pre-Vocational Training Programme which is being implemented by the Government of India since 1963 in collaboration with the International Organizations of UNICEF, ILO and UNESCO, the following non-recurring assistance was to be given to the 65 Pre-Vocational Training Centres by UNICEF :—

(a) Tools and equipment and workshop furniture @ Rs. 29,000/- per centre.	Rs. 18,85,000
(b) Library cost of books and journals @ Rs. 3,000/- per centre.	Rs. 1,95,000
(c) Teaching aids, including film strips and other audio-visual aids @ Rs. 1,500/- per centre.	Rs. 97,500
(d) Text-books and drawing instrument	Rs. 2,63,250
<b>TOTAL:</b>	<b>Rs. 24,40,750</b>
or say	Rs. 24.40 lakhs.

The above assistance was given to the 64 Pre-Vocational Training Centres established so far, direct by the UNICEF. Besides the above assistance, the UNICEF have also reimbursed the following expenditure incurred by the Government of India in connection with the Programme :—

Year	Amount	Purpose
	Rs.	
1967-68	4,31,915.04	Salaries of key personnel in the Centres, Seminars & Stipends etc. upto 28-2-1966.
1968-69	6,400.00	For maps and charts supplied to the Centres.
1969-70	7,86,933.04	Salaries & Seminars etc.
	12,25,248.08	

4.60. In reply to a question, the Committee have been informed by the Department of Social Welfare, in a written note that "The recommendations made by the Study Team on Pre-Vocational Training Programme, as given in its Report, have been accepted in principle. They have also been communicated to the concerned Ministries in the Central Government as well as to the Department of Education/Technical Education of the State Governments concerned.

Some of the important recommendations of the Study Team are as follows :—

- (a) A number of pilot projects should be established in Home Crafts for girls and in Agriculture for Boys, besides reorganising the existing courses to improve their effectiveness. The expansion of the programme should be limited to the purpose of experimentation.
- (b) Although preference should be given to actual drop-outs in giving admission to the pre-Vocational training courses, those students who are not likely to continue their education in normal schools due to economic, social or personal reasons should also be admitted.
- (c) The Study Team appreciates the valuable assistance given by UNICEF in supplying equipment. The Study Team suggests that the possibility of supplying locally available tools be explored and arrangements made for securing the required aids for the purpose from UNICEF.
- (d) A regular system of inspection of the Pre-Vocational Training Centres should be worked out by the Department of Social

Welfare in consultation with the State Governments and the inspection reports scrutinised regularly to effect improvement of the programme.

- (e) A regular system of follow up programme for all students who have completed the training course should be worked out by the Department of Social Welfare in consultation with the concerned Departments and frequent checks maintained to ensure its effectiveness in practice.

The Study Team has endorsed the programme of Pre-Vocational Training as it promoted in the field and have suggested its strengthening during the Fourth Five Year Plan. This recommendation was communicated to the Planning Commission for its consideration. The Planning Commission has provided Rs. 2 crores for the Pre-Vocational Training Programme under the Centrally Sponsored Sector in the Fourth Five Year Plan. Accordingly, besides continuing the existing programme, new centres are being developed during the Fourth Five Year Plan period. Provision for establishing ten centres during 1970-71 has been made in the annual budget of the Department. The State Governments were requested to suggest the number of centres that they would like to initiate during 1969-70. A number of State Governments have also put up the proposal for starting additional centres during 1970-71. These proposals are being considered by the Department and the necessary sanctions will be issued shortly."

4.61. The Committee desired to know whether any study and evaluation of the programme of Pre-Vocational Training has been undertaken so far. If so, when and what is the result of such study and evaluation. If no evaluation has been done so far, whether Government propose to institute a regular system of study and evaluation in due course. They have been informed in a written note that "Department of Social Welfare constituted a Study Team on Pre-Vocational Training Programme in 1968. The Study Team which had as its members representatives of the Ministries of Education, Labour & Employment, Food, Agriculture, Community Development and Cooperation and representatives of UNICEF, FAO and UNESCO recommended the continuation of the programme of Pre-Vocational Training on an experimental basis for the real as well as potential school drop-outs. The Study Team also suggested that courses in agricultural trades for boys and home economics for girls should be introduced in addition to the existing courses of mechanical and engineering trade. The diversification of the courses were also suggested besides part-time courses for those who are not able to attend the 3-years' course on regular basis.

The recommendations of the Study Team were accepted in principle by the Department of Social Welfare and placed before the Conference of State Directors of Education/Technical Education for detailed consideration of

their implementation. The Directors' Conference also examined the various recommendations and suggested that the State Governments should be provided with greater leeway for implementation of the programme on the lines suggested by the Study Team."

**4.62.** The Committee are happy to note that the programme for the Pre-Vocational Training introduced for those students who cannot continue their education after primary school is receiving attention of Government, in as much as the recommendations made by the Study Team on Pre-Vocational Training Programme have been accepted in principle by the Department of Social Welfare and that they have also been communicated to the concerned Ministries at the Centre as well as to the Departments of Education/Technical Education of the State Governments concerned. The Committee would like Government to see that some of the important recommendations mentioned in para 4.60 of this Chapter are implemented as early as possible.

**4.63.** The Committee feel that since the programme is in a nascent form, a closer watch should be kept so that it can be reoriented as necessary in the light of experience. The Committee also note that as the evaluation of the Pre-Vocational Training Programme which was introduced in 1963, has been done by the Study Team in 1968 (i.e., after an interval of 5 years) and that at present there is no proposal for further reevaluation. The Committee feel that in the interest of learning from experience and effecting improvements is essential that such programmes are evaluated at regular intervals, which should in any case not exceed five years. In particular, the Committee would like Government to pay sustained attention to resolving problems of youth who "drop out" of schools at a young age so that they grow up into useful citizens of the country.

## CHAPTER V

### REHABILITATION OF THE HANDICAPPED

#### A. National Centres for the handicapped

5.1. The Committee have been informed by the Department of Social Welfare in a written note that the Report on "Blindness in India" submitted in 1944 by the Joint Committee of the Central Advisory Boards of Education and Health had recommended the establishment of a National Council of Blindness. In part, in pursuance of this recommendation, the Ministry of Education took over the Administration of the Training Centre of St. Dunstan's Hostel for the Indian War-Blinded, established in Dehra Dun in 1943. Towards the end of 1949, it was decided that this would be developed into a comprehensive national centre for the blind. Subsequently, at the beginning of the Third Plan, it was decided that an attempt should be made to establish similar national centres for the deaf and the retarded. In pursuance of this decision, a Training Centre for the Adult Deaf was set up at Hyderabad in 1962 and a Model School for Mentally Retarded Children was set up in New Delhi in 1964.

5.2. The Committee had been informed by Government that "on account of the inadequacy of resources, we have so far been concentrating on the development of pilot services for four major categories of handicapped persons..." The Committee desired to know the allocations for the years 1966-67, 1967-68 and 1968-69 and the actual expenditure incurred during three years on the Schemes relating to the aforementioned four major categories of handicapped persons.

5.3. The following table would show the total provision available in the Central budget for the education, training and rehabilitation of the handicapped in the years 1966-67, 1967-68 and 1968-69 and the approximate actual expenditure :—

Year	Budget Estimates	Actual Expenditure
	Rs.	Rs.
1966-67	28,86,680	25,40,356
1967-68	28,97,600	26,47,980
1968-69	32,50,200	29,31,651

5.4. The Department of Social Welfare had appointed a Committee for the Preparation of a Programme for Children under the Chairmanship of Shri Ganga Sharan Sinha, Member of Parliament. This Committee had examined in some detail the cost of educating handicapped children. This

Committee estimated that the country was likely to have about 18 million children with various types of disabilities and according to their estimate the total cost for providing services for the handicapped children would come to about Rs. 3,555 crores assuming that no more than 25 per cent of the handicapped children participate in an integrated education, only 4½ million children can be covered by an integrated programme and the remaining 13½ million children will need special residential schools. Based on these figures, the cost of educating 18 million children will work out as follows :—

Plan	No. of Children	Recurring annual Expenditure	Non-recurring annual expenditure
		(Rs. in crores)	(Rs. in crores)
Special Residential Schools.	13.5	1,620	1,350
Integrated Education	4.5	135	450
(Total : 3555 crores)	18 million	1,755	1,800

5.5. It has also been stated "Our endeavour is to develop four National Centres—one each for (a) the blind, (b) the deaf, (c) the orthopaedically handicapped and (d) the mentally retarded."

5.6. The Committee have been informed by the Department of Social Welfare, in a written note, that "according to a decision of the National Development Council, the education, training and rehabilitation of the handicapped will, in the Fourth Plan, be the primary responsibility of State Governments. As a consequence, the main emphasis of the Central Department of Social Welfare in this area will be on the development of demonstrative services chiefly through pilot national institutions. We have set up a comprehensive National Centre for the Blind at Dehra Dun. This is to be further developed.

Similarly, a beginning has been made with the establishment of a national centre for the deaf. A Training Centre for the Adult Deaf which offers training in half-a-dozen engineering and non-engineering occupations to deaf boys and girls, was set up in the Third Plan. A small school for partially-deaf children has come into being in the Fourth Plan. It is proposed to develop this Centre further by adding such units as a teacher training department, an agricultural section, a production unit and the like.

Likewise, the beginning of a national centre for the mentally retarded has already been made in the shape of a Model School for Mentally Retarded Children located in New Delhi. This is to be developed by adding further units like a teacher training department, a workshop, physiotherapy and occupational-therapy department, an assessment clinic and the like. A beginning has to be made with the establishment of a comprehensive national centre for the orthopaedically handicapped.



At the present time, the existing national centres are located in improvised buildings. This is one of the greatest stumbling blocks to rapid expansion and qualitative improvement. As a consequence, therefore, it is proposed to lay some stress on the construction of new and suitably adapted buildings for the various centres.

As a step in this direction, sanction has already been given for the construction of a building for the National Library for the Blind at Dehra Dun. Equipment for the talking-book section of the Library is being provided by UNICEF. In addition, negotiations are under way with the Government of Andhra Pradesh for the acquisition of a 50-acre plot of land for the National Centre for the Deaf at Hyderabad. The Delhi Administration has tentatively offered a 5-acre plot of land in the Siri institutional area in New Delhi for the proposed national centre for the mentally retarded. Steps will be taken to put up new buildings as soon as land becomes available.

Experience both here and elsewhere has indicated that it is possible for many physically handicapped children to study in ordinary institutions of learning. This is being fostered through our scholarships programme. This programme is to be considerably expanded in the Fourth Plan. As a first step, the qualifying percentage of marks has already been reduced from 50 to 40, resulting in virtual doubling of the awards made by the Department of Social Welfare.

On account of the inadequacy of resources, we have so far been concentrating on the development of pilot services for four major categories of handicapped persons, namely, the blind, the deaf, the orthopaedically handicapped and the mentally retarded. Further, we have tended in the past to adopt an institutional approach which is more expensive and has certain psychological disadvantage. In the light of this, some of the following projects are likely to be initiated in the Fourth Plan :

(1) *Integrated Education :*

As a first step, it is proposed to place blind children in ordinary schools. For this purpose, the American Foundation for Overseas Blind is providing an expert for two years to initiate a project in Delhi. A Small beginning has also been made in Kerala.

Integration will also be tried with other categories of handicapped children, particularly with the mildly retarded.

(2) *Pilot Schools :*

It is proposed in the Fourth Plan to establish some pilot institutions for certain uncovered categories like the emotionally-disturbed and the speech-defective.

(3) *Pre-school Programme :*

The onset of a handicapped child is the most traumatic experience for the family. It calls for tactful handling and a great deal of knowledge on the

part of the parents. Unfortunately, all parents are not able to afford the needed care and psychological equilibrium. A pre-school programme for handicapped children is therefore essential but non-existent in the country. It is proposed to make a beginning in this direction largely by giving grants-in-aid to voluntary organisations.

(4) *Assistance to Voluntary Organisations :*

Voluntary effort has played a pioneering role in the area of education, training and rehabilitation of the handicapped. At present, voluntary effort tends to languish because of the drying up of sources of charity. State assistance is therefore becoming more and more important. While it is the primary responsibility of the State Governments to offer maintenance grants, the Department of Social Welfare has been giving grants-in-aid to various institutions and organisations for the handicapped for developmental activities. This activity is proposed to be continued in the Fourth Plan in order to accelerate the pace of progress through voluntary effort and involvement of the public.

(5) *Training of personnel :*

As a first step, four regional centres for the training of teachers of the blind have been set up. A Board of Examiners conducts an All-India examination and a certificate is awarded to the successful trainees who undergo training for a year. The four Centres are located in Delhi, Bombay, Calcutta and Madras.

In addition, it is also proposed to set up teacher training departments as part of various national centres.

The Committee desired to know as to what effective follow up action has been taken to expedite the construction of new suitably adapted buildings for the various national centres to achieve their rapid expansion and qualitative improvement. The Department of Social Welfare have informed the Committee in a written note that "we have appointed a Committee to suggest a master plan in terms of the building requirements of the national centre for the blind. This Committee has, in consultation with the CPWD, worked out the blue-print of a special building for the National Library for the Blind. Preliminary drawings have also been drawn up for buildings needed for the women's section of the Centre, the Model School and the Sheltered Workshop. Sanction has already been accorded for the construction of the library buildings. The other drawings are being examined and provision will be made as soon as estimates are ready."

5.7. It has been stated by a Social Welfare Organisation, in a written note, that "One of the methods should be that national centres for each group of handicapped be developed in different parts of the country or in the Capital. These national centres, say, for example, for blind, for deaf and dumb, for orthopaedically handicapped and mentally sub-normals,

for child welfare and ex-servicemen, etc. should be established in such a way that from here necessary staff, necessary equipment and necessary know-how may be available to smaller centres. Thus the Department of Social Welfare may not be only in a position to assist and develop programmes for the handicapped and others, needing social welfare benefit financially, but also technically and with trained personnel. This is very important.

The existing, so called national centres of blind at Dehradun and deaf & dumb at Hyderabad (belonging to Government of India) and Centre for Mentally Retarded, Lajpat Nagar, New Delhi, need all-round changes :—

- (a) A change in their administrative set up. A technical person in its specified field of work of a centre should look after the centre as regards its technical and rehabilitation work;
- (b) Each centre must have training programme for technical personnel in this field of work, alongwith a field of practical functions (workshop) so that the trainees may have benefit of practical working and observation.

Each centre should have a section for children and another section for adults so that a child on adulthood may be transferred to the adult's section if so desired. Hostel arrangements for atleast 50% of the handicapped and 25% of the trainees, seems to be essential.

It may be pointed out that better results have been obtained in rehabilitation of the orthopaedically handicapped and mentally retarded by keeping them together and by allowing them to work together. According to this method, mentally retarded can use their physical abilities in assistive jobs with the assistance of the mental abilities of these who are physically weak or disabled. Both of them feel partner to a job and do their share of work in the way "Division of work system". Mentally retarded can never do well at education. This method is different from what Western countries or other so-called developed countries have been doing. They open separate centres for mentally retarded and separate for orthopaedically handicapped. Same thing is being adopted or followed in India as a general rule, but experience of about 16 years in this field of rehabilitation of handicapped had indicated that opening of such schools for mentally retarded is a wrong system of rehabilitating mentally retarded. Those who have already been declared unfit for school education should not be tried and pushed for education in a special centre or school. It is a sheer wastage of time and energy of the student as well as of the teacher and of public funds. The mentally retarded kept alone will not learn among themselves anything, excepting bad things which generally a mentally retarded child is liable to learn due to natural instincts of greed, etc. These retarded can never also be able to perform any job or a project in toto. They cannot plan, imagine and finalise a project independently.

The only way is that these two groups be kept together. A mentally retarded will be very helpful to the physically handicapped to assist them in their day to day professional trades and training. A tremendous saving can be made by introducing this system of Rehabilitation for the retarded and orthopaedically handicapped.

It is absolutely necessary that each national centre must have a Research Unit in specific field of rehabilitation programme. The expenditure incurred on the research scheme will not only help to develop rehabilitation programme scientifically, but will also help to save some public funds from wastage on wrong type of programmes."

5.8. A representative of a Social Welfare Organisation stated, during evidence, that the Deaf and Dumb Centre at Hyderabad was a good centre; but for training purposes there should be 'teacher training' how to teach the deaf and the dumb Teacher's training programme should be attached to that. It was also stated "There should be field work while persons are trained in places where the deaf and the dumb people are employed so that the students get a good knowledge of that. This National Centre should provide trained staff to other small centres."

5.9. The Committee regret that on the one hand Government stated that on account of inadequacy of resources they were so far concentrating on the development of pilot services for four major categories of handicapped persons, on the other hand there has been shortfall in the utilisation of the total provisions made for the education, training and rehabilitation of handicapped persons in the years 1966-67, 1967-68 and 1968-69. The Committee hope that due care will be taken, in future, to ensure that the money which is made available for social welfare Schemes, is utilised to the full extent.

5.10. The Committee would, however, like government to consider the feasibility of developing national centres for each group of handicapped in different parts of the country and these should be established in such a way that from here necessary staff, necessary equipment and necessary know-how could be made available to smaller centres. It is also considered necessary that each national centre should have a Research Unit in specific field of rehabilitation programme. There should also be a regular Teacher-Training Programme on a regular basis, and the National Centre should be able to provide trained staff to small Centres.

#### B. National Centre for the Blind

5.11. The National Centre for the Blind consists of the following :—

##### (1) *Model School for Blind Children*

This is a secondary school for blind boys and girls providing free board, lodging, clothes and tuition. During the year 1969-70, 70 boys and girls

continued to receive secondary education in the school. Four students appeared in the High School examination and all of them passed the examination.

(2) *Training Centre for the Adult Blind*

This Centre provides training in light engineering cottage industries, Braille, music and typewriting. Accommodation is available for 150 men and 35 women. During the year 1969-70, training was introduced in the following new occupations also :

- (i) Telephone Switch-board operating.
- (ii) Advanced Music.
- (iii) Pencil Making.

(3) *Workshop for the Manufacture of Braille Appliances*

This workshop make simple Braille appliances needed for the education of the blind. These are sold at subsidised prices to blind individuals and institutions for the blind. It has been stated that the workshop has been able not only to meet effectively the internal demand for simple Braille appliances but also to export appliances to countries like Japan, Ceylon, Thailand and Taiwan. The manufacture of twelve new items had also been undertaken in the year, 1969-70.

(4) *The Sheltered Workshop*

A sheltered workshop which functions as an integral part of the National Centre, employs 15 workers—7 chair caners and 5 weavers and 3 persons on candle making and other miscellaneous occupations.

The workshop in the past years has received some Defence contracts. A big contract for the supply of tags is likely to be received shortly from the Chief Controller of Printing and Stationery.

(5) *Centre Braille Press*

The Press produces Braille literature chiefly in Hindi, in the shape of text books and general reading material. The Press also produces a monthly journal 'Nain Rashmi'. It is priced at 50 paise per copy. Braille books are sold at one third of the cost of the materials used in their production. No overheads are charged.

(6) *National Library for the Blind*

This Library was set up in 1962-63. It is a leading library for braille books. Books are sent all over India free of cost. All blind persons who can read Braille and are over 16 years of age could become members of the library. The number of members is 814. It has over 14,000 volumes on its shelves. Through the help of the UNICEF, a taking book project will be added to the library this year.

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5.12. It has been stated that it is proposed to undertake the following schemes :—

- (1) The development of a school for partially-sighted children which is the first of its kind in the country. This is a primary school to which admission will be open to partially-sighted children between 6 and 12 years of age.
- (2) It is also proposed to expand the sheltered workshop in order to increase the number of workers at least to 25.
- (3) Finally, it is proposed to add a section in the National Centre for the training of blind persons in agricultural and rural crafts.

5.13. The Committee are happy to note the various activities of the National Centre for the Blind. The Committee hope that it would be possible for Government to expand the National Library for the Blind; the development of a school for partially-sighted children; expansion of the sheltered Workshop; and addition of a section in the National Centre for training of the blind in agricultural and rural crafts, as early as possible for the benefit of the blind persons.

#### C. Training Centre for the Adult Deaf, Hyderabad

5.14. This National Centre was established in 1962 in Hyderabad. This Training Centre for the Adult Deaf is the first institution of its kind in the country. It imparts training both in engineering and non-engineering occupations. Training is given in the following six trades to about 90 trainees :

- (a) Fitting,
- (b) Wire-manship,
- (c) Carpentry,
- (d) Welding,
- (e) Tailoring, and
- (f) Sheet-metal.

5.15. Admission to this Centre is generally open to Deaf boys between 16-25 years of age. But this year they have extended facilities to provide training to Deaf Girls also. They have recently admitted 15 girl students as Day Scholars in the Cutting and Tailoring Section.

#### *School for Partially Deaf Children, Hyderabad*

5.16. This was established in November, 1969. This is the first institution for the Partially Deaf Children in the country. It imparts specialised training to partially deaf children by the use of modern electronic devices. The School at present has 20 students on the roll but accommodation is

available for 50 students. It provides free board, lodging, tuition and clothes to those children, the income of whose parents and guardians is below Rs. 500/- p.m. A nominal fee of Rs. 25/- is charged from those, the income of whose guardians/parents is between Rs. 500/- and Rs. 999/-. and a nominal fee of Rs. 50/- is charged from those, the income of whose parents/guardians is above Rs. 1,000/-.

5.17. Admission to this Centre is open to partially deaf boys between 6-14 years of age. The definition of deaf for the purpose of admission into the school is as follows :

- (i) Auditory acuity between 40 and 70 decibels (on account of sensory neural or mixed deafness in the better ear).
- (ii) Speech and language development retarded by the loss of hearing and not by other factors.
- (iii) Absence of severe dysacusis or interpretative disorder.

5.18. The Committee note the activities of Training Centre for the adult deaf, Hyderabad as also the School for the partially deaf children. In the School for the partially deaf children available accommodation is for 50 children but at present there are only 20 students on the roll, in spite of the fact that it provides free boarding, lodging, tuition and clothes to those children, the income of whose parents is below Rs. 500/- per month. The Committee would like Government to review the position to find out the causes for the less number of students and take remedial action.

#### **D. Establishment of A National Centre for the Orthopaedically Handicapped**

5.19. Although the orthopaedically handicapped constitute one of the largest groups of handicapped persons, it has not yet been possible to set up a comprehensive institution for this category of persons. A committee has been appointed in July 1969 to suggest the blue-print of a comprehensive national centre for the orthopaedically handicapped. The committee has already met twice. It has appointed a sub-committee which is at present in the process of visiting the existing services for the orthopaedically handicapped in different parts of the country. A tentative blue-print has been drawn up by the sub-committee which is expected to finalise its report in the near future.

5.20. The Committee agree with the view that the orthopaedically handicapped constitute one of the longest groups of the handicapped persons and they feel that Government should have set up a comprehensive institution for this Category of persons, by now. The Committee hope that the Committee appointed by Government to suggest the blue-print of a comprehensive national centre for the orthopaedically handicapped would submit their report early and the Government would take decisions thereon to implement them expeditiously.

### **E. Model School for the Mentally Deficient Children, New Delhi**

5.21. It was established in November, 1964. This school is intended for children with the intelligence quotient ranging between 50 and 75. The age of admission is between 6 and 15 years. The school provides primary education along with training in simple crafts and activities of daily living. The children are grouped according to their mental ability rather than their chronological age.

5.22. The School provides free board, lodging tuition and clothes to those children the income of whose parents/guardians is below Rs. 500/-p.m. Nominal fees are charged from children the income of whose parents/guardians is above this level. No tuition fee is charged from day scholars irrespective of the income of their parents/guardians. The school has at present, about 110 children on roll. The number is expected to go up shortly.

5.23. The Committee note the activities of the Model School for the Mentally Deficient Children, New Delhi. They would like Government to consider the feasibility of expanding this School so that more and more mentally retarded children could benefit.

### **F. Scholarship for the physically handicapped**

5.24. The Committee have been informed by the Department of Social Welfare, in a written note that "Since the advent of independence, the Government of India have been taking a keen interest in promoting the education, training and rehabilitation of the handicapped. An important measure in this regard was initiated in 1955 (the last year of the First Five Year Plan) when Ministry of Education began to award scholarships to blind, deaf and orthopaedically handicapped students both for general education and for technical/professional training. In the light of experience gained during the last 15 years, the scheme has undergone several changes and in the past few years, this Department has been able to offer assistance to a much larger number of physically handicapped students. In fact, the number of scholars has multiplied ten times and the amount five times. This is due in part to the fact that as larger allocations became available, we have been able to liberalise our conditions for the award of scholarships.

With the increased response and the scheme proved to be prudent, it became necessary to liberalise and rationalise the rules governing the award of scholarships to the physically handicapped students during 1969. As the scheme has already gained momentum, a large section of the handicapped population is being benefited with the idea of their serving the society as well as to maintain themselves.

The Rules as liberalised, are being sent to all the universities, Higher Secondary Boards and Directorates of Technical Education in the country



to disseminate information about the scholarship programme among the handicapped students. Besides, all the State Governments/Administrations are requested for giving wide publicity in so far as this scheme is concerned. This scheme has a direct hand in making the future of many of them who are not at par with their companions in the society.

The awards made during the First, Second and Third Five Year Plans and the last three years are as given below :—

	Allocation (B. E.)	Actual expenditure	Physical Performance Awards made)
	Rs.	Rs.	
First Plan	0.465	0.42	35
Second Plan	7.05	6.72	659
Third Plan	27.00	26.55	1876
<i>Award made during the first three years :</i>			
	1967-68	1968-69	1969-70
Blind	50	140	172
Deaf	27	37	32
Orthopaedically Handicapped	105	724	726
(Rs. in lakhs)			
<i>Budget Estimate</i>			
1967-68	3.00	2.93	This includes
1968-69	7.60	7.43	payments to
1969-70	1.53	1.53	continuing
1970-71	7.28	—	Scholars also.
<i>Allocation during the Fourth Plan period :</i>			
	Committed expenditure	Plan expenditure for fresh awards	
1969-70	8.72	8.00	
1970-71	8.72	12.00	
1971-72	8.72	17.00	
1972-73	8.72	20.00	
1973-74	8.72	23.00	

After rationalising and liberalising the rules governing the scheme for the award of scholarships to the physically handicapped students, all the applicants who fulfilled the required eligibility requirements during 1969-70, have been awarded scholarships. Calculating the expected number of eligible applicants during 1970-71, the budget provision has already been augmented and it is hoped that the endeavour to assist the physically handicapped students through the scheme will definitely up-lift a section who are generally neglected and uncared for in the society."

5.25. It has been brought to the notice of the Committee in a written memorandum, by a Social Welfare Organisation that—

“(1) *Payment of Scholarships* :

- (a) Scholarships should be awarded only to those handicapped who require additional fees and additional charges for treatment, education and training as compared to the amount of fees, etc. Which the guardians would have spent if the child would have remained normal. Thus the amount of scholarship should cover only this additional cost so that parents are not burdened any further due to handicaps of their children;
- (b) The Scholarship amount should also be given to those who need a special equipment, like a wheel-chair, an artificial limb, calipers or writing-devices, or orthopaedic shoes, etc., because this will be an additional burden to the parents due to handicap of the child. Hence, they need certain compensations in the form of scholarship;
- (c) Scholarship should also be given to those who need special medicine, special tonics, special dresses and special food, etc. due to their handicap and problems of their living day to day life.

It has been found that scholarships by the Department of Social Welfare are generally given to those students who go for higher studies above 8th standard. By experience in this field, it has been found that most of the scholarships are for those people who are on very high level of education, like M.B.B.S. students and engineering students or a degree or post-graduate course. These students don't need any additional fees, any equipment for which additional expenditure is needed more than by normals and almost no treatment is required while they are attending these courses. It is also apparent by their easily going up to such a high level of education without any assistance, that they could complete the remaining education easily. Hence, any financial aid to them does not seem to be justified. It means actually that whole amount of scholarship is put in the pockets of the parents of such students. It has no purpose, but becomes a monthly income to them—public funds must not be given to parents for so-called handicapped, without a purpose.

Actually, the amount of scholarship should be spent on those handicapped children or persons who due to lack of funds at the disposal of the parents are not in a position to send their children for their treatment, training and education, etc. They deserve this, because the intention should be to help these handicapped to learn something and to get education so that eventually they may stand on their own legs and they may not be burden on parents or on society due to their handicap. The scholarship should be given as indicated above.”

5.26. The representative of the same Organisation stated, during evidence, that scholarships were being given to some students who were neither handicapped nor deserve it. According to him those students who had some minor handicap which was not a hindrance to their day-to-day life and had come up to a certain level of education, as also did not need any caliper or wheel-chair or any extra-aid, should not be entitled to such a help.

5.27. In regard to grant of scholarships, an eminent social worker stated during evidence "There should be a clear demarcation. I would suggest that up to higher secondary, it should be responsibility of the State government, and after that it should be the Union Government. There must be a clear-cut-demarcation as in the case of Scheduled Castes and Scheduled Tribes." In regard to a suggestion that there should be a clear definition of handicapped persons, otherwise what happened was that people who were not really so handicapped and who were suffering only from a slight deformity like flat foot, or were slightly hard of hearing, monopolised the entire scholarships, and this deprived those who should really be entitled to those Scholarships, the witness stated "It can be done and it should be done, there may be just one or two per cent of the scholarships which may be going to such persons. There may be just one or two cases of favouritism; but mostly there was no such thing. Government have to face criticism, and so, they have to be careful."

5.28. The Committee have been informed by the Social Welfare Department in a written note that "The majority of our scholarships are awarded to students from the first year of the higher secondary stage, first degree in Arts and Science and for technical training. Only a small percentage of our scholarships go for subjects like engineering, medicine and for post-graduate studies. In 1969-70 only 12% of our scholarships went for these subjects. We have only recently liberalised the rules by reducing the qualifying percentage of marks from 50 to 40 and also by lowering the age limits and educational qualifications. Formerly, our scholarships were given after the higher secondary stage."

**5.29. The Committee note that as the Scheme of Scholarships for the physically handicapped has gained momentum, a large section of the handicapped persons are being benefited. The Committee also note that the applications for scholarships are initially screened by the State Governments and then forwarded to the Department of Social Welfare with their recommendations. Final selection is made by the Central Selection Committee consisting of official and non-official members including Medical Specialists. They would, however, like to stress that**

- (i) In the Selection of candidates for scholarships, due care should be exercised to ensure that the affluent handicapped do not in**

any way prejudice the claims of the poor and needy handicapped for Scholarships.

- (ii) Assistance should also be given to those who are in need of special equipment like a wheel-Chair, an artificial limb, calipers or writing devices, or orthopaedic shoes, etc.
- (iii) The Scholarship amount should be spent on those handicapped children who due to lack of funds at the disposal of the parents are not in a position to send their children for their treatment, training and education, etc.

### G. Special Employment Exchanges for the Physically Handicapped

5.30. It was brought to the notice of the Committee that —

- (i) "After struggling for years to attain proficiency in various fields, scores of blind men and women still find their disability an almost insurmountable hurdle in the way of employment. . . . Despite their bright academic career, they find themselves handicapped by the stigma attached to blindness. . . . Surveys should be conducted to chalk out programmes for rehabilitation of blind people in a scientific manner. The Government should adopt a "generous attitude" to the blind and render them all possible assistance in securing employment."
- (ii) "Due to their (physically handicapped) disabilities they are incapable of organising strikes or agitations. It is because of these reasons that nothing much has been done so far for the benefits of the physically handicapped. If seats can be reserved for the scheduled castes and Tribes in the U.P.S.C. examinations and Government Offices, why can't the same be done for them also? Do they not deserve this concession? Certainly this weaker section of society requires more attention than any other section of the society.

Some time back a few employment exchanges were opened to help such persons in getting employment. The applications of the physically handicapped registered at such exchanges are forwarded to various private and Government employees with a copy of the appeal which was made by our late Prime Minister Jawaharlal Nehru and in which he had emphasised the need to consider the cases of such unfortunate persons with utmost sympathy. Obviously such an appeal by itself cannot help them much and therefore there is no alternative to resorting to compulsion on employees by reserving seats."

- (iii) The problem of handicapped has various aspects which need to be dealt with immediately with careful attention. Besides, improvements are needed in the medical institutions, rehabilitation and education centres..... The few who qualify are neither encouraged nor are they absorbed in Government services. On the contrary they are asked to get themselves registered with employment exchanges for the handicapped who offer such posts as of telephone operators, irrespective of the qualifications of the candidates, their capability or the nature of the handicap, . . . . . The behaviour of employment and rehabilitation officers is not one of sympathy."
- (iv) "The Government of India grants scholarships to handicapped students who have acquired a certain percentage of marks in their previous examination. This helps the unfortunate ones in getting education. But what are the chances of their getting decent employment after they finish their studies? They are definitely at a disadvantage when they have to compete with normal persons for employment. They are not medically fit for higher competitions though some of them are quite intelligent. They are, in fact, only eligible to become clerks.

The Government should take steps for the betterment of these handicapped students. Other things being equal, seats should be reserved for them in the public as well as the private sector as is done in the case of Scheduled Castes and Scheduled Tribes."

5.31. In regard to opening of Special Employment Exchanges for the handicapped persons, the Committee have been informed, in written note, that "We have set up 9 special employment exchanges for the physically handicapped in different parts of the country. They have, in the last decade or so and upto 31-8-70, made the following placements :

The Blind	713
The Deaf	952
The Orthopaedically handicapped	5,806

5.32. The exchanges do not normally register mentally retarded persons. A small experiment in this regard is proposed to be undertaken initially in Bombay to watch the results. Certain types of mentally retarded persons could be placed but perhaps sheltered forms of employment might be more appropriate for them. In pursuance of this, it is proposed to develop a sheltered workshop as part of the National Centre for the Retarded in New Delhi.

5.33. It is doubtful whether correspondence courses which must rely on the written word, would be effective with parents in the lower socio-economic groups. Moreover, caring for deaf children involves a great deal of skill which must be taught to parents in person. For instance, the young deaf child must be encouraged to lip-read. It is difficult to teach such a practical subject through correspondence. But the National Centre for the Deaf, when developed, will attempt to provide orientation courses for parents and teachers."

5.34. The Committee are glad to note that nine Special Employment Exchanges for the physically handicapped have been set up in different parts of the country; but seeing the magnitude of the employment problem of the physically handicapped, this number appears to be insufficient.

5.35. The Committee would like Government to examine—

- (i) the working of the existing nine Special Employment Exchanges to see how many handicapped persons were registered and out of them how many were provided employment according to their academic qualifications; what special efforts have so far been made by these Exchanges to find out employment for physically handicapped persons; and in what way the working of the existing exchanges (as also the new ones to be set up) could be streamlined to achieve the desired goal,
- (ii) opening of special Employment Exchanges in each region and Metropolitan towns of Delhi, Madras, Bombay and Calcutta.
- (iii) the progress made by all these Exchanges, every year,
- (iv) the necessity to intensify research programme and
- (v) the development of skills by the handicapped.

5.36. The Committee would also like the special Employment Exchanges to maintain a close coordination with the Central Social Welfare Board and all the National Centres for the handicapped persons established all over the country.

## CHAPTER VI

### PLAN PROVISIONS

#### *Outlay in First, Second, Third and Fourth Five Year Plans*

6.1. *The First Five Year Plan* provided for a total expenditure of Rs. 340 crores on social services of which Rs. 152 crores were for education, about Rs. 100 crores for medical and public health services, Rs. 49 crores for housing, Rs. 29 crores for backward classes (including Scheduled Castes and tribes), and nearly Rs. 7 crores for labour and labour welfare. There was a further provision of Rs. 4 crores for assistance to voluntary Social Welfare Organisations so that their work could be expanded and dovetailed into the national development programme. In the States, the Plan contemplated only a limited measure of expansion in social services. The First Plan further provided a programme for the rehabilitation of displaced persons, for which a provision of Rs. 85 crores had been made, which covered a period of three years ending 1953-54.

6.2. *The Second Five Year Plan* provided a sum of Rs. 1900 lakhs for Social Welfare. It has been stated in the Second Five Year Plan that "The growth of social services is necessarily a slow process. Its principal limitations relate to the financial resources available and resources which can be spared for social services, lack of trained personnel and of organisations devoted to social welfare & lack of reliable data pertaining to social problems. These factors tend to limit the immediate objects of social welfare services to groups which are in a vulnerable position or need special assistance. The aims of Social Welfare are, however, wider in scope. Social Welfare is concerned with the well-being of the entire community, not only particular sections of the population which may be handicapped in one way or another. Problems which have already come to the fore must no doubt claim attention; equally, it is necessary to take steps to prevent the occurrence of new problems.

In the field of social Welfare, personnel provided by the Government or by public authorities generally represent only a nucleus for drawing into the service of the community the voluntary labours of large numbers of private individuals. In the past voluntary agencies depended entirely on donations from private persons. In the larger interest of the community these voluntary agencies have to be encouraged and assisted in extending the scope of their activities. The Central and State Governments and local authorities should therefore readily supplement private efforts in this direction. Eventually, the burden of maintaining social services has to fall in the main on local authorities. In the initial stages, however, special agencies

are needed to provide the necessary impulse for the organisation of social welfare services and to bring about a measure of coordination between the efforts of public authorities and of Voluntary Organisations. . . .”

6.3. *Third Five Year Plan.*—It has been stated in the Third Five Year Plan that “Development over the past decade of social welfare activities as an integral part of the First and Second Plans has a significance which extends beyond the range of services established or the extent of resources utilised. They express the concern of the community for the welfare of its many vulnerable sections and emphasise an essential value in national development. In drawing large numbers of voluntary workers, specially women, into the field of creative social service, the community is itself enriched and strengthened. Inevitably, extension in a field of activity as varied and dispersed as social welfare brings its own problems, and these call for systematic review from time to time of what has been achieved and of the measures needed to improve the quality of welfare services. Moreover, with the establishment of democratic institutions at the district and block level, the manner in which the voluntary organisations might fulfil the tasks assigned to them will need further consideration.

The social welfare programmes, which have been implemented by voluntary organisations with the assistance of the Central and State Governments, include amongst others, welfare extension projects undertaken by the Central and State Social Welfare Boards, programmes relating to social defence, social and moral hygiene and after-care services and other welfare programmes. Welfare services are directed in particular towards sections of the community which need special care and protection. In developing them, the object is to replace individual and haphazard relief and charity by organised and sustained activity for education, welfare and rehabilitation undertaken with the general support of the community. Increasingly, instead of being merely institutional, welfare services will have to be community and family oriented. Preventive services will continue to play an important role. Mental hygiene services like student and youth counselling, child guidance clinics and marriage counselling deserve special emphasis. As these services develop, greater need is felt for trained personnel. With large numbers of voluntary organisations employing paid personnel, it is also essential to standardise their training and to establish suitable norms for salaries and other terms and conditions of service. There is also greater need for providing orientation and training for voluntary welfare workers.

A variety of welfare services have been developed in recent years through financial support provided by the Central and State Governments. After each phase of development, adequate arrangements have to be made for the continuance of the new services on a permanent basis. The resources provided under the Third Plan are being utilised both for expanding the existing welfare services and for assisting voluntary organisations to continue those already established. To this extent, development of new services



tends to be limited. In the interest of future development it will be desirable to distinguish between arrangements required to enable voluntary organisations to maintain the services already established and the resources provided for new development. Voluntary organisations can be encouraged through financial assistance to promote needed welfare services in areas where they do not exist and also to initiate new welfare services not hitherto undertaken.

A stage has reached in the development of welfare services, when, for the better utilisation of the available resources and improvement in the quality of the services offered, it is essential that the various Government agencies concerned, both at the Centre and in the States, should achieve a larger measure of coordination among themselves. This would avoid duplication and overlapping in considering requests, providing assistance for similar purposes, and parallel approach on the part of voluntary organisations to more than one Government agency. At the same time, it is essential that voluntary organisations themselves should develop along specialised lines, each selecting a limited area of activity in which its workers gain experience and intimate knowledge of problems.

In its very nature, progress in social welfare is difficult to measure. Its true tests are the numbers of voluntary workers who participate in social welfare activities and the response from each local community towards the solution of its social problems. Whatever the shortcomings—and there are bound to be many in so difficult a field—the record of work over the past decade has been in many ways outstanding. About 6000 voluntary welfare organisations in different parts of the country have been assisted by the Central and State Social Welfare Boards. Of these, about 2900 were engaged in work for the welfare of women and about 2400 in work relating specially to child welfare. In the course of the Second Plan, assistance amounting to about Rs. 2.6 crores was given to more than 3700 voluntary welfare organisations. Among others, activities for which the Central and State Social Welfare Boards have been responsible are the establishment of 75 urban community centres, 21 production units to assist women to supplement their incomes and 42 night shelters in urban areas. A large number of adult women were enabled through condensed courses to attain the minimum educational qualifications necessary for further vocational training and employment. An important step was taken during the First Plan with the setting up of welfare extension projects, each serving some 25 villages, and providing maternity and child health services, craft classes, social education for women and care of children through balwadis. These Projects, along with 134 more established during the Second Plan, have now been made over to Mahila Mandals with financial assistance from the Central Social Welfare Board. In addition, 337 welfare extension projects were established during the Second Plan in coordination with the community development programme, resources being obtained in part from the Central

Social Welfare Board and in part from State Governments and the community development block budgets.

In the Third Plan, provision had been made for programmes involving a total outlay of Rs. 28 crores—Rs. 16 crores at the Centre and Rs. 12 crores in the States. The programmes of the Central Social Welfare Board, including assistance to voluntary organisations and welfare extension projects, envisage total outlay of Rs. 12 crores. In addition, schemes for child welfare and pre-primary education with a provision of Rs. 3 crores have been included, under 'Education'. Other schemes to be implemented under social welfare relate to urban community welfare projects training, research and surveys, social defence and aftercare and the setting up of a Central Bureau of Correctional Administration. It was also proposed to make a small beginning in the direction of assisting certain categories of persons without any means of livelihood or support, the physically handicapped, old persons unable to work, women and children. . . . ."

6.4. It has also been stated that "It would be desirable to undertake Central legislation for the control and eradication of beggary and vagrancy.

In recent years there has been progress in developing special services and facilities for physically and mentally handicapped persons specially those who are blind, deaf and dumb, and those who are orthopaedically handicapped and mentally deficient. For each category, the primary object of the services provided for these groups should be to enable them to rehabilitate themselves through work. Since many persons in these groups come from rural areas, where traditionally the community readily provides a measure of help, it would be desirable to give a rural bias to the training and rehabilitation programmes for these groups. Facilities for enabling handicapped persons to find work have been provided at a few employment exchanges. Local bodies and voluntary organisations are already playing a significant role in serving handicapped persons. Their services should be further developed along the following lines :—

- (a) teaching handicapped persons in their homes;
- (b) providing work in the homes or in the neighbourhood for those not able to move;
- (c) providing recreational facilities for the handicapped, the aged and the infirm; and
- (d) providing assistance by way of special aids.

During the period of training for new employment, there should be provision for financial assistance, stipends, etc."

6.5. *Fourth Five Year Plan.*—Giving a review of progress made during the 1st, 2nd and 3rd Five Year Plans, it has been stated, in the Fourth Five Year Plan, that "Social welfare programmes have taken shape by stages

in the course of the first three Plans. In the first Plan a provision of Rs. 4 crores was made for welfare programmes for women and children and for grants to voluntary bodies. To administer these programmes, the Central Social Welfare Board was constituted as a non-official autonomous organisations which could, in turn, bring large numbers of voluntary women workers into the field of social work. At this stage, social welfare schemes undertaken in the States were outside the purview of the Plan. In the Second Plan, the scope of social welfare programmes was enlarged to include both Central and State schemes, and a provision of Rs. 19 crores was made, against which expenditure incurred was about 14 crores. In the Third Plan, besides programmes pertaining to social defence, social and moral hygiene and after-care services and services for handicapped, special attention was given to the welfare of women and children. The plan provided for a total outlay of Rs. 31 crores but, due to the budgetary limitations and due to limited development of infra-structure as well as of administrative set up for social welfare at the State and District level, after 1962-63, programmes in this sector did not expand as the Plan envisaged, and the actual expenditure over the Plan period amounted to about Rs. 19 crores. At the end of the Third Plan, there were 264 welfare extension projects for women and children functioning in coordination with community development, 306 welfare extension centres run by recognised voluntary organisations and 1472 welfare extension services run by registered mahila mandals. There were also 17 integrated child welfare projects in progress in the States. About 6000 voluntary organisations have received grants-in-aid through the Central and State Social Welfare Boards for providing specific welfare services to women and children and to handicapped persons. About 625 condensed courses in education and 75 production units were instituted in urban areas for the benefit of women. The Central Social Welfare Board also set up 66 urban welfare extension projects. A number of night-shelters were also organised. Programmes in moral and social hygiene and after-care services were started at 16 institutions. For the rehabilitation of handicapped persons 27 training-cum-home centres were established."

6.6. Regarding the 4th Plan provisions it has been stated that "For the Fourth Plan, a provision of Rs. 50 crores has been made for social welfare programmes. The following are the principal programmes :—

	(Rs. crores)
family and child welfare . . . . .	13.0
Special programmes for women . . . . .	6.0
Special programmes for children. . . . .	8.0
welfare projects for nonstudent youth . . . . .	2.0
eradication of beggary . . . . .	3.0
social defence . . . . .	5.0
rehabilitation of handicapped persons . . . . .	9.0
aid to voluntary organisations . . . . .	2.0
training, research and administration . . . . .	2.0
<b>TOTAL</b>	<b>50.0</b>

In addition, under the head 'Miscellaneous' in the Plan, a provision of Rs. 4 crores has been made for social assistance schemes for three groups of persons who may be altogether lacking in the means of livelihood and support, namely, the physically handicapped, old persons unable to work and women and children. These schemes are to be implemented through the Department of Social Welfare and in the States with the Support and participation of civic institutions and voluntary organisations. The Department of Social Welfare is also responsible for implementing the programme for displaced persons from East Pakistan who are staying in homes and infirmaries. A provision of Rs. 2 crores has been made for this under Rehabilitation."

6.7. It has further been stated in the Fourth Plan that "Institutions for social welfare—Before describing briefly the main features of social welfare programmes for the Fourth Plan, it should be stated that in their very nature, most of these programmes can be effectively implemented only through a favourable environment for cooperative working between various operating agencies, governmental and non-governmental, at the level of the local area and the community. It is important that these agencies should be given freedom to administer and execute, to change and adapt, and to find their own solutions for the many problems which must arise from day to day within each community. The primary task of agencies at higher levels is to create conditions in which agencies directly responsible for carrying out schemes can best succeed. Beyond a point, planning and direction in detail from above can hinder implementation. Secondly, the key to the success of social welfare programmes lies in each community taking an integrated view of community welfare and accepting the obligation of looking after the interests of all its members and specially of those who need the help most. This implies that everything possible must be done to strengthen local self-governing institutions and voluntary organisations. Through Panchayati Raj, a system of rural democracy is being built up at the village, block and district level. It is essential that Panchayati Raj institutions should be fully involved in undertaking welfare programmes in these areas. In towns and cities, at present most municipal institutions suffer from lack of resources and are not fully associated with welfare programmes. This is at present a lacuna in the scheme of social welfare. In the third place, both in rural and in urban areas, local self-governing institutions should work on the basis of complete partnership with voluntary organisations. Alone, neither local self-governing institutions nor voluntary organisations can achieve fully the aims of welfare for the community, and more specifically, for women, children and youth.

Voluntary organisations have to be supported and nurtured with care. There is a vast amount of energy to be mobilised at every level. Significant leadership resources exist in most communities. Potential leaders are held back frequently from lack of knowledge and lack of resources. These are

the two elements which Plans at the National and State level should seek to provide. Few investments will yield larger results than the training of leaders and workers at the community level. Experience in the working of voluntary organisations suggests that priority should be given to building up their capability for continuous work. Therefore, in the Fourth Plan, while grants would, no doubt, be required for equipment and other facilities the greater emphasis should be on the strengthening of voluntary organisations through nucleus staffs of trained workers who can be maintained as part of a total social service and can act as effective catalyst for getting the best out of the available human resources. With greater freedom and flexibility in using the resources made available to them, each community and the voluntary organisations which serve it should be able to develop greater capacity to solve their social problems and enlarge the area of welfare activities.

### *Family and Child Welfare*

In the ordinary course, development programmes reach women and children indirectly through the general spread of economic development and expansion in social services. But this is not adequate, for, under the existing schemes of development it is extremely difficult to give sufficiently continuous and systematic attention to the needs of women and children. There are already lags in education and welfare between men and women. In the case of the weaker and poorer sections of rural community in particular, children suffer from many handicaps in their future development. Although considerable work has been done over the past decade through welfare extension projects, in planning for the future three considerations have to be kept in view. First, most of the welfare extension projects undertaken in cooperation with the community development programme have completed their first stage and have to run varying periods for the balance of the second stage. Arrangements for continuing these projects have to be made on a firm basis. Secondly, most of the voluntary organisations and Mahila Mandals to which welfare extension centres were entrusted a few years ago, find it difficult to maintain the services which have been established or to expand them unless the necessary resources are assured. Thirdly, besides strengthening institutions and Centres already established, the future programmes for women and children should be so organised that similar services could become available on a continuing basis in all rural areas.

After careful evaluation of past experience, leading social workers are agreed that in proposing schemes of development for women and children, the family should be treated as the basic unit and a composite family and child welfare programme should be adopted. Accordingly, in the Fourth Plan, it is proposed that the family and child welfare programme should include the following main activities :

- (1) provision of integrated social services to children in the villages, specially to pre-school children;

- (2) provision of basic training to women and to young girls in homecraft, mothercraft, health education, nutrition and child care and provision of the essential health and maternity services for women;
- (3) promoting cultural, educational and recreational activities for women and children; and
- (4) assisting women in the villages to obtain supplementary work and income and generally promoting economic activities on the part of women.

Provision of supplementary work and income is an important means of reaching women in the villages and augmenting family income and family welfare. Under the family and children welfare programme, only the basic organisation and core facilities can be provided, but if these are available it is hoped that through other programmes included in the Plan notably under village and small industries, cooperation and rural works, it should become possible to provide fuller work opportunities for women in the villages.

In the coming years, the family and child welfare programme will need to develop along two related paths. First, within the resources available, the programmes should extend progressively to an increasing number of community development blocks. Secondly, wherever, local communities and leadership are prepared to make the necessary efforts, means should be available for providing a measure of support to them. The first is the aspect of organized advance, the second of voluntary growth. Both aspects are inter-related and support each other. In blocks in which family and child welfare projects are established, there should be even greater scope for encouraging voluntary effort by local communities but in other areas also there should be some opportunity for development through the initiative of local communities.

The Family and child welfare programme has to be undertaken in partnership between Panchayati Raj institutions and voluntary organisations and workers. It is envisaged that the Panchayati Samiti should be responsible for the establishment of family and child welfare centres and the organisation of the entire programme as an integral part of the plan for rural development and rural welfare. At the same time, because of the nature of the tasks to be carried out and the need to enlist women workers to the maximum extent, it is proposed that the programme should be implemented under the overall supervision of the State Social Welfare Board and the State Government. It is envisaged that the Panchayat Samiti would agree to place the family and child welfare centres with its associated sub-centres and aided centres under the management of a special Functional Committee of the Panchayat Samiti. This Committee would include two groups of members in equal number, namely, those represented by the

Panchayat Samitis and those proposed by the State Social Welfare Board, the majority of the members being women. The chairman of the Panchayat Samiti would also serve as the chairman of the Functional Committee which would be responsible for running the family and child welfare programme. The day-to-day responsibility for the programme could be a non-official woman worker proposed by the State Social Welfare Board in consultation with the Panchayat Samiti. It is hoped that the resources provided by the Centre and the State for the family and child welfare programme would be supplemented to some extent by local resources drawn from the Panchayat Samiti and village communities in the block. Tentatively, it is proposed to introduce the family and child welfare programme along the lines explained above in about 800 blocks over the Fourth Plan period. Detailed arrangements are to be worked out in consultation with the States and the State Social Welfare Boards. If the programme succeeds during the Fourth Plan, over the next ten or fifteen years, it should become possible to make much greater progress in carrying the essential services to women and children in all rural areas. The programme will, of course call for careful training of workers for evaluation from time to time and for strengthening of the official and non-official agencies concerned with it.

In regard to other welfare programmes, it has been stated as follows:—

*“Eradication of beggary—*The Third Plan had referred to beggary as an age-old social evil which had been allowed to continue for too long and called for steps to eradicate beggary from large cities, places of pilgrimage and tourist centres. It also recommended central legislation for the control and eradication of beggary and vagrancy. Experience in this field in different States has been recently reviewed by a study group constituted by the Planning Commission Panel on Social Welfare and proposals have been drawn up for the Fourth Plan. For this purpose, a provision of Rs. 3 crores has been made.”

(b) *“Social defence.—*A provision of Rs. 5 crores has been made in the Fourth Plan for probation services, care and protection for children, non-institutional services for the prevention of juvenile delinquency, welfare work in prisons, social and moral hygiene programmes and protective homes for correctional training. Several of these schemes were under implementation during the Third Plan. It is proposed to extend the application of Children’s Acts and to provide the necessary institutional services over the entire country. Special schemes are to be introduced to assist discharged prisoners in finding gainful occupations and entering the normal life of the community. In the field of moral and social hygiene, assistance will be given to voluntary organisations in developing their activities.”

### *Voluntary Organisations and Training and Research*

The role of voluntary organisations in social welfare programmes has been already stressed. It is recognised that besides voluntary workers, voluntary organisations should build up cadres of trained and experienced workers who can work on a continuing basis. A study group on voluntary organisations set up by the Planning Commission Panel on Social Welfare has made a number of recommendations concerning grants to voluntary organisations, conditions which they should endeavour to fulfil and the forms in which assistance from Government should be made available to them. It is hoped to assist selected voluntary organisations in building up and maintaining trained personnel.

Manpower and research needs in the field of social work have been examined by a study group set up by the Planning Commission Panel on Social Welfare. The Department of Social Welfare have stated, in a written note "Recommendations of the Study Group on Voluntary Organisations set up by the Planning Commission have not been received in the Department of Social Welfare."

6.8. It has been suggested by a Social Welfare Organisation that "There is a need for a full-fledged Ministry of Social Welfare instead of a department at the Central Level. . . . The Ministry of Social Welfare at the Centre should deal with Policy-making, planning, setting of priorities, co-ordination of welfare programmes, guidance to the states for implementation of welfare schemes as also to voluntary All India Organisations. It should set down a broad policy for Social Research, identify agencies such as voluntary bodies, schools of social work, University departments, Research Agencies, etc. It should lay down a policy for man-power planning relating to Social Welfare. It may start pilot projects wherever needed. It should also be concerned with developing Central and State assistance—a comprehensive programme of preventive, protective and ameliorative services for the weaker sections of society within the frame-work of a national social welfare policy and in keeping with the Directive Principles of State Policy as embodied in our constitution.

In order to accomplish the objectives out-lined above, the total plan outlay of Rs. 41.38 crores, on Social Welfare appears very inadequate, being a meagre 0.2 per cent of the total Fourth Plan outlay and Investment of Rs. 22,635 crores. The sum of Rs. 41.38 crores on Social Welfare is a drop on the hotplate of the needs of the millions. Hence unless the importance of total integrated social welfare is realised by our planners and more funds provided for a dynamic policy and programmes of social welfare, it is not possible to implement the above suggestions."

6.9. Reviewing the financial and physical performance against Plan provisions, the Department of Social Welfare have, in a written note, informed the Committee that in the last year of the first five year plan *i.e.*, 1955,



an important measure was initiated with an outlay of Rs. 0.465 lakhs for the award of scholarships to the Blind, Deaf and the Orthopaedically Handicapped students both for general education and for technical/professional training. During that year 35 awards were made and actual expenditure was Rs. 0.42 lakhs.

6.10. During the Second Five Year Plan a sum of Rs. 50.0 lakhs was provided in the Central Sector for the education, training and rehabilitation of the handicapped. The actual expenditure was only of the order of roughly Rs. 20.0 lakhs. Out of this a sum of Rs. 6.72 lakhs was incurred on the award of 659 scholarships to the handicapped. The other schemes implemented during the Plan were setting up of the Model School for Blind Children and Training Centre for Adult Blind Women at the National Centre for the Blind, Dehra Dun, and grants to voluntary organisations.

6.11. A sum of Rs. 99.0 lakhs was provided in the Central Sector of the Third Five Year Plan for this purpose and the actual expenditure was of the order of roughly Rs. 70.0 lakhs. Out of this a sum of Rs. 26.55 lakhs was utilised for the award of 1,876 scholarships to the handicapped during the Plan period and roughly a sum of Rs. 25.0 lakhs was given away as grants-in-aid to 26 voluntary organisation working for the welfare of the handicapped, during the five years of the Plan. Till 1967 nine special Employment Exchanges for the handicapped were set up and total placements of the handicapped persons till 1967 were to the tune of 4,290. But the target for the Third Plan was one Special Employment Exchange in each of the States. The other schemes implemented during the Third Plan were :—

- (i) Training of teachers for the handicapped.
- (ii) Grant of passage money to the handicapped persons who were awarded scholarships by the foreign agencies.
- (iii) Expansion of the National Centre for the Blind at Dehra Dun.
- (iv) Setting up of a Training Centre for the Adult Deaf at Hyderabad.
- (v) Setting up of a Model School for the Mentally Retarded at New Delhi.
- (vi) Central Library for the Blind at Dehra Dun.

During the three years from 1966-67 to 1968-69 an outlay of Rs. 75.05 lakhs was provided for the welfare of the handicapped, out of which the utilisation was to the tune of Rs. 66.45 lakhs (both plan and Non-Plan).

6.12. The Additional Secretary, Department of Social Welfare informed the Committee, during evidence "The Fourth Plan is of the order of 15,900 crores of which a bulk is taken up by the productive investment and infrastructure necessary for production. Then we come to the plan of

social services which include the essential thing like education, health, water supply and various other things. That takes you up to Rs. 2,500 crores. The Social Welfare which is the narrowest sector which we deal with now is allotted about Rs. 41 crores out of 2,500 crores. This Rs. 41 crores forms part of 1/4th per cent of the total plan outlay. This is the order of priority which has been fixed up. I repeat once again that I am not mentioning this is what our country can really afford for this sector. With pressure we may probably make this quarter per cent into half or one per cent. Still, we are in this one per cent stage and we are nowhere near meeting the 20 or 25 per cent of the project. This is the broad background with which we have got to work. Most of the activities of the Department in the sector of social welfare have contributed to a very good work with the limited resources that are available. The question arises from our point of view as to whether the quality of the service rendered is maintained high enough. Of course the quantity is very small. We are trying to see that quality of the service is maintained. We tend to recommend more than this one per cent allocation. That is the general approach of the department to this problem". In regard to raising resources, the Additional Secretary stated that "We study the question of every possible kind of resources which goes into social welfare. The main sources are from the Central Government and from the State Governments. This is one source. Then there are the voluntary agencies and some small some big—which raise their own resources. Of course they are also assisted by Government but at the same time, on their own they raise some resources. Then there are religious and charitable endowments of various types throughout the country. They have got resources which go into the social welfare. . . . . Roughly Rs. 70 crores are coming from these religious and charitable foundations and institutions all over the country. . . . . Then there is a social welfare plan which gets about Rs. 8 crores. Out of Rs. 41 crores coming from the Central Government annually Rs. 8 crores are going to the social welfare annually. Then there is investment made by the State Governments. It is a little more than Rs. 15 crores or so. This is the income which the State Governments can think of. Then, there are voluntary agencies—small institutions, to which we give grant from the Central Board and various other agencies. There is something like Rs. 5 crores per annum on their own. All these, putting together, come to about Rs. 90 to 95 crores. We may put it roundly at about Rs. 100 crores out of this, the private agencies find resources of about Rs. 75 crores and the resources from Government come to about Rs. 25 crores. That is probably the broad break-up of the total resources going into the social welfare sector in the country from voluntary, governmental and other agencies."

6.13. In reply to a question whether he could suggest any method under the given circumstances how to mobilise resources for the social welfare programme, the Additional Secretary stated "On the question of raising resources. . . . . the Fourth Plan has taken into account every possible way

of raising resources both through governmental taxation, savings, deficit financing and if we now say you raise now from 4% it merely is making inroad into that pool.

About religious charitable endowments of which I gave some figures this is a capital which accumulates over a period. In foreign countries large accumulations of capital are diverted for this purpose. We do not have very much possibility of that happening in our country.

Third is about voluntary agencies. They are raising Rs. 5 crores (approximately). There is some scope of increasing it if the local people get involved in that project. At the moment my experience is a few devoted workers undertake certain projects. They are able to raise funds. I know the case of a blind school in Bombay which raised Rs. 8-9 lakhs on their own and we contributed Rs. 2 lakhs. Here is the question of involving local people. On that I am afraid we are not effective either in the Department or in the Central Social Welfare Board. There is possibility of some extra effort put in that direction. Apart from that I do not see any large-scale resources coming."

6.14. Asked as to whether in the event of UNICEF or PL-480 giving a huge amount to further social welfare programme, would it be possible to provide the infrastructure to absorb that additional expenditure, the Additional Secretary stated :—

"I can say that it will take time for any organisation to double its capacity but we would be able to expand the organisation and absorb double of the funds which we are receiving now in the course of a year without much difficulty."

6.15. In regard to a question as to why such a low priority was fixed for the programme of social welfare by the Planning Commission, the representative of the Planning Commission in reply, stated :

"Resources for the Plan... come from various sides and all these resources are then distributed between the various sectors according to the priorities which are ultimately determined by the National Development Council and the needs of the country. Ultimately the plan is also presented before the Parliament it is difficult for me to say why it has such a low priority. . . . In framing the Plan a number of working groups and expert bodies are set-up whose views are taken into consideration. At the time of Annual Plan discussions great stress is being laid on the States to allot more funds for social Welfare than provided but as you know the adjustments between one sector and other sectors are ultimately made by the States and it has been our experience that even what is provided under the Social Welfare head gets diverted elsewhere. We feel that on the social service side something more should be done and we do try to make efforts."

6.16. The Committee agree with the view that the growth of social services is necessarily a slow process. Its principal limitations relate to the financial resources available and resources which can be spared for social services; lack of trained personnel and of organisations devoted to social welfare; and lack of reliable data pertaining to social problems. The Committee, however, feel that even to ensure economic development, social development has to be carried out hand-in-hand. They also feel that increasingly, instead of being merely institutional, welfare services will have to be community and family-oriented. Preventive services should continue to play an important role. Mental hygiene services like student and youth counselling, child guidance clinics and marriage counselling deserve special emphasis. As these services develop, greater need is felt for trained personnel. With large numbers of voluntary organisations employing paid personnel, it is very essential to standardise their training and to establish suitable norms of salaries and other terms and conditions of service. There is also greater need for providing orientation and training for voluntary welfare workers. Voluntary organisations should be encouraged through financial assistance to promote needed welfare services in areas where they do not exist and also to initiate new welfare services not hitherto undertaken. A stage has reached in the development of welfare services, when, for the better utilisation of the available resources and improvement in the quality of the services offered, it is essential that the various Government agencies concerned, both at the Centre and in the States, achieve a larger measure of coordination among themselves. It is also essential that voluntary organisations among themselves develop along specialised lines, each selecting a limited area of activity in which its workers gain experience and intimate knowledge of the problems. Greater emphasis should be laid on the strengthening of voluntary organisations through nucleus staff of trained workers who can be maintained as part of a total social service and can act as effective catalyts for getting the best out of the available human resources. Besides strengthening institutions and centres already established the future programmes for women and children should be so organised that similar services could become available on a continuing basis in all rural areas.

6.17. The Committee are not happy to note that low priority has been given to the social welfare programmes in the Five Years Plans and even what is provided under the social welfare head gets diverted elsewhere.

6.18. The Committee are, however, happy to note that in the event of UNICEF or PL-480 giving funds to further social welfare programmes, it would be possible for the Central Social Welfare Department to expand the organisation and utilise the funds without difficulty.

## CHAPTER VII

### TRAINING, RESEARCH AND PUBLICITY

#### A. Training Programmes

7.1. The Committee have been informed by the Department of Social Welfare in a written note, that "One of the important items of work handled by the Department of Social Welfare relates to the Education, Training and Rehabilitation of the Handicapped. The policy of the Government of India is to promote the welfare of the handicapped by encouraging voluntary efforts in the field. With a view to giving a boost to the services for the different categories of handicapped persons, the Govt. of India has decided to set up National Centres for the four major categories of handicapped persons."

7.2. The Training Programmes are as follows :—

(i) *Training-cum-Production Centre*.—18 Training-cum-Production Centres, at present functioning, offer training in handicrafts, tailoring, embroidery, knitting, weaving etc. The production wings attached to these Centres provide work to the women, helping them earn a livelihood or supplement their incomes.

(ii) Scheme for the benefit of displaced persons from East Pakistan.—A Training Centre is also being run by the Director at Hastinapur in U.P. for the Department of Rehabilitation for the benefit of displaced persons from East Pakistan and repatriates from Burma settled in the Colony under arrangement with the Department of Rehabilitation.

(iii) *Training Courses*.—Three types of training course are run by the Directorate. They included :—

(a) One year Certificate Course in tailoring, cutting hand embroidery, machine embroidery and hand knitting for the women who have passed the middle school examination;

(b) One Year Teacher's Training Course in tailoring, machine embroidery, hand embroidery, book keeping and accountancy, drawing and designing for women who have passed matriculation examination and also one year certificate Course in Home-craft referred to above; and

(c) A non-diploma course in tailoring, embroidery, hand machine and hand knitting for a varying period of 3 to 9 months depending on the individual ability of the trainees and the number of crafts chosen by them."

7.3. It has been stated by a Social Welfare Organisation, in a written Memorandum to the Committee that "It is suggested that an overall policy be laid down on the Training of Social Workers for assessing the manpower

needs. The schools of Social Work in the country could help train the personnel at various levels. The department may strengthen the Schools of Social Work for training Welfare Personnel at various levels of operation. At present we do not have any adequate scientific data on man-power for social welfare services. We have some rough estimates of the needs made by the Ministry of Social Welfare, which indicates that 11053 persons are needed at field level, 3413 at intermediary level, and 1827 at supervisory level during the fourth five year plan. Taking into consideration that the schools of Social Work on an average produce about 500 to 600 graduates per year excluding the drop-outs due to various factors, we have little hope of meeting the entire demand for personnel during the fourth five year plan."

7.4. It has further been stated that "We have a few training institutions for workers at field level, though we have a tremendous need for training field level workers or workers at undergraduate level. We also do not have adequate facilities to train personnel at policy, planning and research level. Taking all these factors into account, the Department of Social Welfare should evolve an overall policy, laying down priorities for the types and levels of social workers required. Social Work as a subject at graduate and under-graduate levels in colleges and Universities may also be introduced. This is being done in some Universities now. We would strongly emphasise that the Department of Social Welfare create a cadre of Social Workers."

7.5. In a written note, the Committee have been informed that "The Central Social Welfare Board under the scheme of Family and Child Welfare, envisages the training programme at three levels :—

- (i) Orientation training of instructors of the training programme and the supervisory staff of the Central Social Welfare Board.
- (ii) Orientation training of trained field workers.
- (iii) Job courses for untrained workers in employment and also for fresh recruits.

During 1967-68, three Family and Child Welfare Training Centres were started at Gandhigram, Sriniketan and Baroda. Subsequent to increases allocation of projects for conversion during 1968-69 and 1969-70, three more training centres were started at Allahabad, Delhi and Indore. The training programme for the personnel under category (ii) and (iii) was entrusted to these Centres. The responsibility for training of personnel under category (i) was entrusted to Schools of Social Work from the inception of the training programme in 1967. During 1967-68, the Delhi School of Social Work oriented 24 instructors and Welfare Officer/Inspectors of the Training Centres and State Boards respectively and during 1968-69, 45 personnel including some of the officers of the Central Social Welfare Board as well as office Secretaries of some State Boards were given Orientation Course of training at Madras School of Social Work, Madras and the Tata Institute of Social Sciences, Bombay.

### Functional Committee Seminar

However, the successful implementation of the programme depends upon the machinery involved and the members of the Functional Committee. Therefore, the Board envisaged the need of orienting personnel both officials and non-officials, connected with the programme at the block level. During 1968-69, three orientation seminars were conducted with the assistance of the Delhi School of Social Work, Family and Child Welfare Training Centre, Baroda, and Haryana State Board, Chandigarh in which 77 members of 24 Family and Child Welfare Projects were covered.

During the year 1970-71, 4 State level and 2 Regional level Orientation Seminars were conducted at Bombay, Allahabad, Baroda, Indore, Delhi and Gauhati covering the States of Maharashtra, U.P., Gujarat, Madhya Pradesh, Assam, Manipur, Haryana, Punjab, Himachal Pradesh, Jammu & Kashmir, Delhi and Rajasthan in which 100 Functional Committees participated.

The training programme is substantially aided by UNICEF in cash and kind. The expenditure on stipend, T.A. and D.A. of various categories of trainees including the Functional Committee Member is reimbursed by the UNICEF. The different types of equipment required for implementation of the programme and training is supplied by the UNICEF including Scooters and bicycles to all Family and Child Welfare Training Centres and Projects. In addition the Training Centres have been provided vehicles, to facilitate field work of trainees.

A total expenditure of Rs. 93 lakhs has been incurred on the training of personnel for Family and Child Welfare Programme during 1969-70.

Since inception of the training programme in 1967 to April 30, 1970—1159 workers have been trained as shown below :—

Block Mukhya Sevikas	..	37
Block Griha Sevikas	..	114
State Boards Mukhya Sevikas	..	141
State Boards Griha Sevikas/Bal sevikas		867
		<u>1157</u>

### Other Training Programmes

*In-service Training for employees of Voluntary Organisations.*—In order to enable the voluntary organisations to have trained personnel, the Board had prepared the scheme of in-service training for the employees or workers of voluntary organisations. The beginning of such training was made by the Board in August, 1969 by entrusting the training programme to the Central Institute of Research and Training in public Co-operation, Delhi. Orientation Course of one month's duration was organised for the supervisory staff employed in residential institutions benefiting 21 members of 19 residential institutions from 7 States viz., Bihar

Delhi, Gujarat, Rajasthan Maharashtra, Madhya Pradesh and West Bengal. The total expenditure incurred was Rs. 8,174 including stipend, T.A. & D.A. to trainees.

*Training of personnel for Border Area Programme.*—The NEFA State Board was sanctioned an amount of Rs. 6,000 for training of 6 Gramsevikas at Kasturba Gandhi National Memorial Trust, Sarinia and Rs. 4,000 for training of 8 dais at Health Training and Research Centre attached to the regional hospital. The Central Board released the amount of Rs. 2,250 only towards the training of dais.

*Tribal Women's Training.*—The grants for training of women in tribal areas are routed through the Central Board. Two institutions viz., Tribal Women Training Centre at Dumka in Bihar and Jhalod in Gujarat were sanctioned grant to the tune of Rs. 75,380 for the year 1969-70. The total amount of Rs. 66,205 was released to these two training centres.

*Field Counselling.*—In the context of the increased emphasis now being given towards counselling services to welfare agencies, the Board has decided to conduct an Orientation Course on field counselling for the field inspection staff attached to the State Boards as also some of the programme staff of the Central Board. The Orientation Course, which is of a duration of six weeks, is specially designed in collaboration with recognised Schools of social work and Institute of Social Sciences with a view to provide to the staff the necessary know-how and processes of counselling and also to equip them better in their role of not only reviewing the performance of aided agencies in relation to the grants given by the Board, but also in rendering counselling towards the improvement of the activities. Accordingly the candidates for this Orientation Course are being sent in three batches to the three Centres—Indian Institute of Social Welfare and Business Management, Calcutta, Tata Institute of Social Sciences, Bombay and Madras School of Social Work Madras—and it is expected that 60 persons would complete this course by 20th February, 1971."

7.6. In regard to a suggestion that the Central Social Welfare Board should give much more emphasis to recruitment of trained personnel on its own staff and for grant-aided agencies and that it should also help Voluntary Organisations to employ trained and qualified staff by meeting their salaries partly or wholly, the Secretary, Central Social Welfare Board stated during evidence that "(i) All the field staff and many members of the staff at the Central Social Welfare Board have undergone orientation courses in the field of Social Welfare. Only a few members, particularly clerical, of the staff of the Central Board are untrained. Steps have also been taken to organise Orientation Courses, with the help of Schools of Social Work for the officers and the staff who have not been trained. Emphasis is also being laid in the "Recruitment Rules of the Board" (Which are under preparation) for proper trained



personnel. (ii) Orientation Courses and training courses have been organised for the members of the State Board and Superintendents/organisers of the Voluntary Organisations by the Central Institute of Research and Training in Public Cooperation. . . . . Realising the need for the trained personnel for the programmes and schemes of the Board, the Board has thus not only extended financial assistance to the Voluntary Organisations like Kasturba Gandhi National Memorial Trust, Indore for the purpose of imparting training but has itself organised the orientation and training courses in collaboration with the recognised Schools of Social Work. (iii) The Board has already been extending financial assistance to Voluntary Organisations, under the general grant-in-aid Programme to meet part of the salaries of the trained and qualified staff. . . . . Voluntary Organisations, in some cases, do not find it possible to employ sufficient number of trained personnel as they do not have the resources to meet high salaries to be paid to such trained personnel."

7.7. The Additional Secretary, Department of Social Welfare stated, during evidence, that "We want to see that the money invested is effectively spent which enables a person to stand on his own legs and the quality of service rendered by him is maintained. . . . . There is another type of training which we give to the blind people for which there is market. There are certain jobs which need the manual skill like assembling of telephone equipment, etc. They have done good work in Bangalore Factory."

7.8. The Committee note that Government are running 18 Training-cum-Production Centres which offer training in handicrafts, tailoring, embroidery, knitting, weaving etc. and the production wings attached to these centres provide work to the women, helping them to earn a livelihood or supplement their incomes. Besides, the Social Welfare and Rehabilitation Directorate is also running types of training courses.

7.9. The Committee also note that all the field staff and many members of the staff in the office of the Central Social Welfare Board have undergone orientation courses in the field of Social Welfare and that the Board has taken steps to organise orientation courses, with the help of schools of Social Work, for the officers and the staff who have not been trained. Besides, emphasis is also being laid by the Board in the "Recruitment Rules of the Board" (which are under preparation) for proper trained personnel. Orientation courses and training courses have also been organised for the members of the State Boards and superintendents/organisers of the Voluntary Organisations at the Central Institute of Research and Training in Public Cooperation, Delhi.

7.10. The Committee note that there are not adequate facilities to train personnel at policy, planning and research level. The Committee are of the view that Government should evolve an overall policy, laying down priorities for the types and levels of social workers required and prescribe essential

qualifications for them. As far as the Scheme of the Central Social Welfare Board of in-service training for the employees or workers of voluntary organisations is concerned, it needs to be intensified. Besides, the training of personnel for Border Areas and Tribal Areas is concerned, the programme should receive special attention so that the social work in these areas can meet the needs of those regions. It is also felt that with the increased emphasis now being given to the counselling services, the Orientation Courses on Field Counselling for the field inspection staff attached to the State Boards as also some of the programme staff of the Central Social Welfare Board, has assumed greater importance. The Committee would like Government to follow up and improve the quality of these courses in the light of experience gathered and difficulties encountered and also to develop capacity among the field personnel to attract and sustain public cooperation.

7.11. The Committee note that some Voluntary Organisations do not find it possible to employ sufficient number of trained personnel as they do not have the resources to meet high salaries to be paid to such trained personnel. They recommend that Government should assist voluntary Organisations to have trained personnel.

#### B. Research

7.12. A Social Welfare Organisation has stated in a written Memorandum, that "In the field of Research we need to concentrate largely on research to assess the priorities of programmes in relation to needs. Though no doubt in India the needs are vast, when we embark on any large scale project such as the family and child welfare Scheme, it should be based on adequate research especially because our resources are so limited. Research should be used as a tool for planning, as well as for evaluation of projects and programmes. It should be accorded a very important place in efficient administration of Social Services. Though research has been emphasized in the Fourth Five Year Plan, much greater importance must be placed on it than done hitherto and research should form an essential part of programmes and budgets."

7.13. Another Social Welfare Organisation has, in a written memorandum, stated that "At present the training programme under the aegis of the Social Welfare Department is very limited. Research programme does not exist at all as far as my knowledge goes. Very little has been achieved so far—perhaps due to paucity of funds. Research and training programme for the workers with the help of which rehabilitation schemes are to be developed in the country is absolutely necessary. It is essential that some of the experienced technical persons be sent either directly or with the assistance of World Health Organisation to various countries to have a view of the training and researches existing those countries. In my view there will not be much good if ministerial or administrative, that is, non-technical staff

go abroad and just visit the centres and come back. Our technical persons should be sent abroad. Adequate funds be allowed to the existing institutes or to the proposed schemes in case they are willing to start a research unit in the specific field of work of rehabilitation programme. The research grant-in-aid must be in abundance so that all facilities are made available to the research conducting institutions.

The fact that this country is very different than the western countries which are considered to be well developed in rehabilitation work or social welfare work be recognised. Our culture is different, methods of living of day to day life are different; our needs and requirements are different. Those countries are well machanised whereas our people have hands only and very little machinery.

Hence, it is absolutely necessary that research should be made in our own way to help our people, keeping in view their requirements, their conditions, etc.”

7.14. Another Social Welfare Organisation has stated, in a written Memorandum, that “In the field of research in social welfare a beginning has been made by establishing a coordination Committee for research in the Department of Social Welfare. This step requires to be strengthened further. In fact the Social Welfare Research around the priorities of social welfare programmes could help in enriching the content of Social Welfare services in the country. Greater provision of funds as well as organisation to start the programme of Social Welfare Research requires to be given and the help of the Schools of Social Work and other Social research institutions needs to be secured in fulfilling their objectives.”

7.15. Another Social Welfare Organisation has suggested, in a written memorandum, that “a Research Cell should be created under the government, working exclusively for the various categories of the handicapped, to provide better means of communication, better educational aid, better psychological and mental performance of the handicapped etc. Some such research projects could cover, in the case of the deaf, improvement in hearing-aids and other communication methods, improvement in social research and adjustment etc.”

7.16. The Committee have been informed by the Social Welfare Department in a written note, that the standing Advisory Committee on Social Welfare Research at its first meeting held on the 16th July, 1970 had indicated the line of research of the Social Welfare Research Programme in the Country as follows :—

- (a) There was a real need for developing a separate group on Social Welfare Research in the Government of India. The Indian Council of Social Science Research can only take a relative view of researches to be promoted in all social sciences.

- (b) The programme of research in social welfare should be related to the promotion of the activities under the development plan in the social welfare sector.
- (c) The provision of Rs. 1.05 crores provided under Social Welfare in the Fourth Plan for Training, Research and Administration should be adequately utilised in developing research programmes for social welfare, both on short-term and long-term basis.
- (d) The Department of Social Welfare should give a priority to social welfare research and utilise the same as a vital factor in the effective promotion of developmental activities.
- (e) The Standing Advisory Committee on Social Welfare Research should be set up by the Department to decide on the long-term plan for social welfare researches as well as to clear research projects that are referred to it.
- (f) An understanding should be worked out with the Indian Council of Social Sciences to promote mutual cooperation in the field of social research.

7.17. It has further been stated that "The Committee (Standing Advisory Committee on Social Welfare Research) then discussed the long-term plan for developing the programme of social welfare research in the country. It was agreed that in the initial stage a number of research projects should be promoted under the grants from U.S. Department of Health, Education and Welfare with the help of Schools of social work and other research institutions, out of these institutions, a selected number should be picked up which have shown competence in conducting research in different specialised fields of social welfare services. The working of these institutions should be studied with the help of the Advisory Committee to determine the possibility of stabilising their research sections. Some of these institutions which are found suitable should be provided with the nucleus of research staff on a long-term basis. The nucleus staff for research at each unit would constitute 20 to 25 per cent of the total academic staff. The Department of Social Welfare should provide the required funds for the maintenance of the nucleus staff for research in these institutions under its long-term programme for social Welfare Research. It was also agreed that the selection of the research institutes under this programme should be made on zonal basis, so as to provide even distribution of research units in the country. The experience gained by the Indian Council of Agricultural Research (I.C.A.R.) and by the Indian Council of Medical Research (I.C.M.R.) should be utilised in developing research institutions in the field of social welfare."

7.18. It has further been stated that "The Committee (Standing Advisory Committee on Social Welfare Research) considered the proposal of establishing the Central Clearing House of information on Social Welfare

Research. It was felt that in view of the programme of establishing a Documentation Unit at the Centre and in four regions by the Indian Council of Social Science Research, it would not be necessary for the present to go for a separate clearing house of information on social welfare research. Suitable arrangements should be worked out with the Council for utilising the proposed facilities of Documentation Centre. At a later date, however, if the need for developing a separate Clearing House was experienced for analysing information primarily on social welfare research, the services of the Schools of Social Work and their Association could be utilised in developing the programme."

7.19. The Adviser (Social Welfare) stated, during evidence, "Only this Department has constituted a Standing Advisory Committee on Social Welfare Research because it has been found that even though the research is carried out, the impact in respect of social welfare is not felt. Because there is no communication established. The Department has also a Standing Committee for research which is trying to work out two things—one is that this is trying to get whatever research is being carried out by the various educational and research institutions in relation to the welfare. We are also in touch with the schools of social work and we are trying to make the use of the research carried out. We are providing in the coming years a sizeable sum for this programme as such. The University Grants Commission has also constituted a Standing Advisory Committee on Social Welfare. We are working with them and are trying to establish training at the Centres on Social Welfare which are affiliated to the Universities. They have suggested that the Department should look after the schools of social welfare which are not affiliated to the University. In this way we are maintaining a liaison with the training institutes as well as research programmes as such. A beginning has been made but still we will have to go a long way in this matter."

7.20. In a written note, the Committee have been informed that "The Government have set up a Standing Advisory Committee on Social Welfare Research which has made the following main recommendations :—

- (i) Need for developing a separate group on Social Welfare Research in the Government of India.
- (ii) Need for relating research programme to the development programmes under Social Welfare Sector in the Fourth Plan.
- (iii) Regional studies be made on some of the important programmes to be promoted in the Fourth Plan in Social Welfare.

Keeping these recommendations in view, the Social Welfare Department proposes to undertake research programmes on the following subjects :—

- (a) Problems of Destitute Children.
- (b) Problems of Destitute Women.

- (c) Requirements of Welfare Services for Children and Families in Rural areas.
- (d) Requirements of Children of Families in Slum areas of cities.

These studies would be undertaken with the help of existing Schools of Social Work and Social Science Research Organisations.

The Department has provided for development of four Regional Centres at suitable institutions out of the existing Schools of Social Work and Social Sciences Research Organisations. The studies at these centres will be based on common research designs prepared for the study of specific problems having universal application.

The Department has provided a total sum of Rs. 14.50 lakhs for these programmes for the remaining three years of the Fourth Plan. The Department has also invited from different Schools of Social Work experts and organisations lists of subjects for research and some suggestions have already been received. Subjects for further research would be selected out of these.

Besides the above, the Department processes and recommends research projects to be undertaken by various agencies like Schools of Social Work and other organisations under grant from the U.S. Department of Health, Education and Welfare. Six such projects are at present under consideration of the Department.

The Department of Social Welfare has made provision for setting up a Statistical and Research Unit in the Department at a cost of Rs. 2 lakhs during the remaining three years of the Plan period.

The Department of Social Welfare have been impressing upon all the State Governments the importance of studies and research for formulating development programmes on Social Welfare and all the Governments have so far accepted the suggestion to provide for setting up Cells in the Directorates of Social Welfare for research and planning."

**7.21. The Committee note that Government have set up a Standing Advisory Committee on Social Welfare Research and that they have made certain important recommendations and that the Social Welfare Department proposes to undertake research programmes, accordingly. The Department has also provided, a total sum of Rs. 14.50 lakhs for the training programmes for the remaining three years of the Fourth Five Year Plan. The Committee would, however, like Government to see that :—**

- (a) The money allotted for Research is adequately utilised in developing research programmes for Social Welfare.
- (b) Coordination is maintained with other agencies who are engaged in similar research work on social welfare.

- (c) Suitable research institutes may be selected on zonal basis with a view to help them in carrying out research work by providing them necessary financial aid and nucleus of research staff on long term basis.
- (d) Research should also be carried on the problems of Welfare in the Border Areas and Tribal Areas.
- (e) Research in hearing and other aids needed by handicapped should also be intensified.

### C. Publications and Publicity

7.22. The Committee desired to know about the publications brought out by the Department of Social Welfare, etc., on various general social Welfare Schemes. The Department of Social Welfare have stated, in a written note, that the following publications are brought out by the various organisations :—

- (a) *Central Bureau of Correctional Services*
  - (i) Social Defence—Quarterly.
  - (ii) Prisons in India.
  - (iii) Open Prisons in India.
- (b) *Central Institute of Research and Training in Public Co-operation.*
  - (i) The Plan and People's Participation.
  - (ii) Concept and Methods of Public Cooperation.
  - (iii) Voluntary Service in India—A study.
  - (iv) Towards a Better Planning Forum.
  - (v) Grants-in-Aid to Voluntary Agencies.
  - (vi) Role and Responsibilities of Executive Committees.
  - (vii) Famine Relief in Bihar.
  - (viii) Report on National Seminar on Camping.
  - (ix) Directory of Welfare Agencies in Delhi for the Handicapped.
  - (x) Voluntary Efforts in the Rural Community.
- (c) *Central Social Welfare Board*
  - (i) General Grants-in-aid.
  - (ii) Holiday Camps.
  - (iii) Condensed Courses of Education for Adult Women.
  - (iv) Rural Balwadi.

7.23. In regard to publicity material etc. the Secretary, Central Social Welfare Board stated, during evidence, that "There are two magazines on social welfare. One is in English and the other in Hindi. About 5,000 copies are printed in English and 4,000 in Hindi. We spend about Rs. 1.65 lakhs and this is included in the establishment charges. . . . . Our idea is to give more and more publicity to the Central Social Welfare Board and the State Board's functioning and work. We want to educate people on social welfare through magazines and we have a large number of people who contribute to it."

7.24. The Committee have been informed by the Social Welfare Department, that "The publications on Social Welfare are limited. Only recently the Department of Social Welfare published a report on programme for children. In addition, Central Bureau of Correctional Services brings out publications on the subject of Social Defence besides a periodical under the same title. The Central Social Welfare Board brings out a monthly journal under the title Social Welfare both in English and Hindi. The State Governments also bring out publications on Social Welfare in local languages. The Central Institute of Research & Training in Public Co-operation have also brought out a number of publications. They are now contemplating having a journal of their own.

In addition, the Schools of Social Work including Delhi School of Social Work and Tata Institute of Social Sciences bring out from time to time publications on Social Welfare reflecting the studies made by them. A quarterly journal under the Title 'Social Work' is brought out by the Tata Institute of Social Sciences and a journal under the Title 'Social Work Forum' is brought out by the Indian Association of Trained Social Workers. These are, however, limited publications keeping in view the overall requirements of Social Welfare.

The Annual Report of the Department of Social Welfare has every year a special chapter on 'The Education, Training and Rehabilitation of the Handicapped'. A few years ago, the Department also brought out a booklet called 'Towards a Fuller Life'. We have also published the rules governing the award of scholarships to physically handicapped students. These rules have been widely distributed. We give wide publicity to our programmes through the Press, Radio and sometimes even television."

7.25. It has further been stated that "Documentary films on the activities of the Board were also produced by the Films Division of the Government of India. Publicity arrangements existing in the Board's Office are very inadequate. The following suggestions are made :

- (i) More frequent exhibitions should be organised.
- (ii) More feature films should be produced and released.
- (iii) Publication of books on Social Welfare oriented to Indian environments etc. need to be explored.



- (iv) More officers should be deputed to Regional, National and International Seminars, meetings and conferences in related fields.
- (v) The publicity should be treated as a Plan item and its expenditure should be considered as investment to yield better results for the country in the field of Social Welfare.

The publications and Public Relations' Division in the Board's Office is practically doing only publication work due to inadequate staff. This Division is to be argued with additional staff to undertake Public Relations Work."

**7.26. The Committee note that wide publicity is given to the Social Welfare Programmes through the Press, Radio and sometimes even through television. Besides, a number of publications are also brought out by the various agencies connected with the Social Welfare activities at all levels viz. Centres, States and Voluntary Organisations.**

**2.27. The Committee are, however, sorry to note that the publicity arrangements existing in the office of the Central Social Welfare Board are inadequate. They feel that the publications and Public Relations Division in the Board's office may be reorganised and the additional staff, if considered necessary, may be found out from other Departments of the Board where they may be surplus.**

**7.28. The Committee would like Government to take concrete steps to—**

- (a) rouse public consciousness towards Social Welfare activities,**
- (b) bring out literature to meet requirements of the workers in the field etc. of the Voluntary Social Welfare Organisations,**
- (c) bring out publications—magazines, books etc. on social welfare which may be suited to the Indian environments.**
- (d) bring out Documentaries and Television shows on Social Welfare.**
- (e) broadcast features on All India Radio on Social Welfare.**

## CHAPTER VIII

### SOCIAL DEFENCE INCLUDING CORRECTIONAL SERVICES

#### A. General

8.1. While delivering the inaugural address at the meeting of the Central Advisory Board on Correctional Services on the 14th March, 1970, late Shri P. Govinda Menon, the then Minister of Law and Social Welfare, *inter-alia* stated "The Social Defence Services, which included the care and protection programme for children probation services, prison welfare services, suppression of immoral traffic, moral and social hygiene, aftercare services, beggary control measures, research, training etc. were treated as a centrally sponsored sector, with fifty per cent central assistance, during the 2nd and 3rd Plans. However, from the beginning of the 4th Plan, at the instance of the National Development Council, the aforementioned Social Defence sector has now been provided in the State Plan. While this will enable the State Governments to assign their own priority, it will also have to be accommodated in the overall State Plan Ceilings." He was of the view that "There is a great significance in the concept that treatment of offenders is not achieved by confinement to prisons alone but a great deal of social planning including specific services aiming at a study of human motivation are involved."

8.2. The Ex-Minister of Law and Social Welfare further stated "I am aware of the pressing demand for initiating care and protection services for children in need, such as the destitute, the exploited and the delinquent children under the provisions of the Children Act. In this regard, I am happy to note that the year 1969 has been very fruitful in the progressive measures of Children in the areas of Social Defence. In response to strenuous efforts made by the Central Bureau of Correctional Services, which were supported at the highest level in Government of India, four major States, Assam, Bihar, Madhya Pradesh and Rajasthan have enacted Children Acts. . . . . Next in the order of priorities, I would like all of us to consider the plight of youthful offenders in the age group of 16 to 21, most of whom are at present being confined to ordinary prisons, along with adult offenders. It has been periodically recommended at various forums that these youngsters, who offer a very great salvage value and much better prospects of redemption, should be kept out of contact with adult offenders and saved the contagion of criminal sub-culture, prevailing in the adult prison community. The Probation of offenders Act, 1958 was passed with the objective of placing very strict restrictions on the commitment of youthful offenders, below 21 years of age, to prisons; however a large number of them still find their way to prisons, in spite of the Probation Act. It

is a fruitful area of investigation, to study the effectiveness of Probation of offenders Act..... The third important area demanding urgent attention is the overcrowding in correctional institutions, whereby the system is groaning under a heavy load, and retards an effective correctional approach, which demands individualised study, diagnosis and treatment..... We may be well advised to keep in touch with the newly emerging measures and devise our own solutions, compatible to our socio-economic and cultural background..... The field of Social Defence also covers other areas such as control of beggary, suppression of immoral traffic, moral and social hygiene and so on. In terms of restraint on resources, we may devise how best these areas can be developed, with the cooperation of voluntary agencies and by public participation..... During the last 15 years, a beginning has been made in the aftercare and rehabilitation of those released from prisons and correctional services. Prison Welfare services have also developed, to some extent, under the Second and Third Five Year Plans. I am aware that still wide gaps are existing in the aftercare set-ups, to cover various categories. It is very necessary to coordinate the efforts being made, at a national level, to give it the new meaning and concrete programmes. This field offers wide scope for associating public efforts and participation, which alone can make rehabilitation of offenders, practical and feasible..... The question of removing stigma attaching to convictions which makes recruitment of ex-prisoners practically impossible, may also be given consideration. Legal aid to indigent offenders and prisoners, either at Government level or through competent legal aid societies needs to be strengthened. Specific attention needs to be devoted to the protection of economic rights and interests of the prisoner's property, while he is serving a term of imprisonment. This should be integrated as a part of prison welfare and after-care services."

8.3. In this connection it has been brought to the notice of the Committee that "It was recognised that the field of social defence should be closely integrated with the total planning machinery since the roots of criminality lay deep in the economic and social fabric of society and, equally, the cures for the problem were to be closely identified with the policy and action in many other sectors. For too long, criminality, its prevention and treatment have been regarded as isolated phenomenon; there is now an urgent need to recognise and to handle the matter in its proper perspective. . . . . It was accepted that research should be built in to the various phases of administration, justice, police and corrections, to ensure a continuous flow of meaningful data to policy makers and administrators. Data and statistics should be compiled on a continuous basis, for analysis. . . . . About funds, the opinion was that social defence research suffered for the reason that the limited funds did not allow continuity of employment of research staff, thus minimising the motivation for research. On the other hand, funds already provided were not fully utilised for want of personnel."

8.4. The Committee have been informed by the Department of Social Welfare in a written note, that "The subject of Social Defence has been transferred to the State Sector in the Fourth Plan and as such there is no provision made in the Central Sector for promoting social defence services, other than of Rs. 20 lakhs for strengthening the working of the Central Bureau of Correctional Services."

**8.5. The Committee agree with the view that there is a great significance in the concept that treatment of offenders is not achieved by confinement to prisons alone but a great deal of social planning including specific services aiming at a study of human motivation are involved.**

**8.6. The Committee would also like the Government to impress upon the States to give higher priority to the Social Defence measures and keep a watch over the progress made in this regard. At the same time they would like to emphasise that this problem requires tackling at a national level by coordinating the efforts made by States individually and drawing up concrete programmes on the basis of the experience gained and results achieved for implementation at State levels.**

### **B. Children's Acts**

8.7. It has been stated that Children Acts have been implemented in India for well over 40 years in some of the States while a few States in the country are going to initiate these very basic child care and protection services under the Children Acts now. In those States which have had a long experience in the management and administration of institutions under the Children Acts, a good bit of experience and expertise have evolved. Some of the basic concepts have also been given expression in the statutory rules under the Children Acts in various States as well as administrative instructions or circulars issued by the States from time to time. However, there is a feeling that there is a need for crystalising some of the basic thinking in the area of supervision and inspection of institutions under the Children Act so that it may serve as a basic policy approach universally applicable in India. The Central Bureau of Correctional Services has already initiated some thinking on the lines of evolving minimum standards in the running of various institutions under the Children Act and it is proposed that this thinking should be further made universal in the sense that a constant exchange of ideas and views may be devised with the State Governments which are directly concerned in the management of these institutions so that some basically accepted norms are evolved.

8.8. All the Children Acts lay down a statutory authority such as the Chief Inspector of certified Schools/Approved Schools, Director of Social Welfare, Inspectors of Certified Schools and so on under various designations. Statutorily, these officers are authorised under the Act and rules to

carry out periodically inspections of institutions such as Remand Homes, Observations Homes, Certified Schools, Approved Schools, Special Schools, Children's Homes and the like.

8.9. Very often these institutions are also run by voluntary agencies and are recognised as private certified schools or fit persons institutions in many States and special statutory rules are framed governing them *e.g.*, the Bombay Children (Management of Remand Homes through district probation and after-care association) Rules. Such institutions (Licensing) Act, 1956 or the Orphanages and other Charitable Homes (Supervision and Control) Act, 1960, both of which are Central Legislation extended to various States. Under both these statutes also, the machinery for inspection and supervision of the voluntary agencies has been laid down and very broadly defined. Some of the States have also framed their own State rules under the women and Children Institutions (Licensing) Act and the other legislation.

8.10. While the statutory basis for inspection and supervision of the above institutions exists, it is necessary that the personnel who are entrusted with this very useful and important work of ensuring that the objectives of the above Act are truly fulfilled by proper management of these homes, should have better opportunities to enrich their professional experience by exchange of views and ideas at a professional level and thus add to a better understanding of the basic problems involved in this exercise.

8.11. With this objective in view, the Central Bureau of Correctional Services will like to initiate a dialogue periodically with the senior officers charged with the implementation of Children's Acts and inspection and supervision of institutions all over the country. It is possible that after some preliminary ground work, they may convene a get-together at a specialised level, to give expression to the current thinking on this subject and to codify the unanimously accepted basic requirements in the form of some guidelines which may be useful to all the States. This will also add to the very scant literature or material available in the country on this technical aspect of the correctional programme.

8.12. Supervision and inspection of institutions is a highly specialised function which calls for a basic understanding of the social and behavioural sciences, coupled with a good administrative grasp of the legislative and administrative functions involved in the implementation of the Children Acts. Some of the States have prescribed a brief in-service training course for the new entrants before their confirmation but this does not seem to be a universal practice. It is necessary to evolve a technical cadre of inspectors or supervisors at the State or regional level depending upon the States requirements so that the very important task of upgrading the level of services in the children's institutions can be properly attended to.

8.13. This very important cadre of specialised personnel should have a thorough grasp of the various legislative measures and rules current in their

States as well as the various executive instructions and standing orders issued from time to time. It is possible to pool these experiences together to draw up a minimum chart which may be accepted at an all India level.

8.14. The basic objective of the statutory supervision and inspection enunciated in all the Children Act is to ensure that the welfare of children is taken proper care of in the management of institutions. It is also very necessary to ensure that proper precautions are exercised against the exploitation of children, who are absolutely helpless and under the total control of the institutions and authorities. In a positive sense, individualised treatment through properly oriented staff members, resulting into a healthy development of the children has got to be ensured.

8.15. In all Children's Homes and correctional institutions for children, it has to be ensured that irrespective of statutory processes, such as, apprehension, transfer from one institution to another, production before the juvenile courts and other such agencies, the normal educational pursuits of the children are not hampered and all efforts have to be made to ensure the continuity of the academic programme, in outside schools wherever possible, or in the institutions. It is the imperative duty of the institution incharge of children to ensure regular schooling of all children with as little interruptions as possible. General instructions should be issued on behalf of the Education Department that such children are given admissions in schools in the middle of the term also, if they happen to be coming, not because of their own choice, but because of the judicial procedures.

8.16. The role of teachers in children's institutions, coming under the statutory provisions, has to be properly defined. Over and above being well qualified teachers with due qualifications, they should be given an understanding of the special problems of deprived or delinquent children, so that they may be able to devote greater attention to the individualised needs of such children.

8.17. For boys in the age group of 14 to 18 who have totally missed schooling before coming to institutions, it is necessary to equip them with training in some regular craft or trade, for which he should get full instructions in regular workshops or craft classes. At the same time, special coaching classes in adult literacy should also be organised for such group so that during their stay in the institutions, they will come up, at least to the primary 4th or 5th class, in one or two years. Such grown up boys have to be properly motivated to pay attention to literacy also.

8.18. A great importance is attached to the facilities for recreation, hobbies, special interests and aptitudes of institutionalised children. As a necessity, all such institutions should have provisions for open space where children can play group games and organised games, as well as have out door physical training and exercises under the supervision of a P.T. teacher.

Some of the children have specialised traits for fine arts, music or literature. It should be ensured that such children get the facilities for pursuit of the special talents, without any hinderance. A well organised library of books, specially selected for children of various age groups and magazines and periodicals should be a necessary part of the equipment. The books in the library should be periodically checked and new ones added. Reading can contribute a great deal to the knowledge of the children and their greater understanding of the community at large, and may make up for their segregation from the society.

8.19. Maintaining proper contacts with the outside world and more so with the parents, family and near relations is an important part of the child's development in the institution. Superintendents should pay special attention to the correspondance by the children with their families, visits by the parents or relations, as per laid down rules and allowing the child to go home periodically, so as to keep a contact with the family alive as prescribed under the Children Act and rules.

8.20. Children Acts generally provide for the release of the children on licence after completing a stipulated period of commitment, prescribed by the juvenile courts. It is, therefore, of vital importance, that the licensing committee meets periodically, at least every six months to review the cases of all children, who are due to be considered for release on licences. A preliminary home enquiry, and the day-to-day progress chart of the child in the institution are very essential data for deciding upon the issue of release of children on licence. Such records should, therefore, be properly maintained.

8.21. Maintenance of all the prescribed registers and case record is very vital for the successful functioning of such institutions. It has often been seen that when a child is transferred from one institution to another under statutory orders, the case files are not transferred so that the new institution has to start from a scratch to build up the history of the child which is normally not available. Procedure has, therefore, to be clearly laid down how the case record of every child is to be built up and how it has to be transferred from one agency to another with due precautions. It will be worthwhile laying down the minimum requirements of case records in prescribed forms so that a total picture of the child is available at a glance.

8.22. Admission and discharge registers, licence registers, supervision registers and after-care and follow-up registers over and above the establishment and administrative registers for cash, staff and others are of great importance. The inspecting staff should invariably have a look at various prescribed registers and the method of their maintenance.

8.23. Frequency of inspection of children's homes should be laid down by the Head of the Department. Normally, a visit every three months will

be desirable but sometimes shortage of hands does not make it feasible. Inspections when conducted should be thorough and in details so as to give a total picture of the running of the institutions.

8.24. It has further been stated that it has to be clearly understood that the role of Inspector or the Supervisor is not that of fault-finding or criticism but of giving constructive guidance based on the Supervisor's better knowledge of the scientific techniques and methods of management of children's institutions. In this context, the role of the Supervisor becomes that of a teacher or an instructor and after the inspection, he should have informal sessions with the institutional staff to give them the necessary insight into the various problems faced by the school. It should be a two-way learning process both for the Superintendents and the executive staff as well as for the Supervisor or the Inspector. Taken in this light, Supervision and inspection can be welded as a great instrument for professional training of those in charge of correctional homes and institutions for children.

8.25. The Committee have been informed by the Department of Social Welfare in a written note, that "The Central Bureau of Correctional Services has been keenly watching the progress made in regard to setting up of institutions and services under Social Defence programme of the Third Five Year Plan in various States in the country. The periodic reports received from the States in this behalf reveal that considerable progress has been made during the Third Five Year Plan, in setting up the services and institutions envisaged in the Plan."

8.26. The Director of the Central Bureau of Correctional Services stated, during evidence, that "The Social Defence Services as are operated in India come within the State Government's jurisdiction. So, the function of the Central Government is restricted to coordination, exchange of views and publication of research training and other allied matters as are generally considered as part of the correctional services. The Central Bureau of Correctional Services is a coordinating body which try to keep the various States informed by bringing them together on specific issues and by giving them technical advice and help on new legislation and on framing of rules and model schemes. Till the end of the Third Five Year Plan the Social Defence Services were centrally sponsored and included treatment of the juvenile delinquency, control or beggary and suppression of immoral traffic and various other schemes of prevention of crimes and treatment of offenders. These were centrally sponsored schemes with the result that 50% of the budget was made available from the Centre. Now, in line with the change as per National Development Council's decision this sector is now completely at the State level just as other social welfare schemes, where the State elements are free entirely to manage at the discretion of the States. However, during the last two or three years several specific recommendations have been made mainly for expanding the care and protection of services



to all children. Several States in the country do not have such an enactment with the result that so far the juvenile delinquents were also taken to prisons along with the adult offenders while several States have got specific legislation on the subject."

8.27. The Committee have been informed by the Department of Social Welfare in a written note, that "The Children Act has been enacted by all the States except three States, Jammu and Kashmir, Nagaland and Orissa. Continuous efforts are being made to encourage the remaining three States to introduce measures suited to their requirements, keeping in view the cultural life of the region for the welfare of the delinquent and the destitute children. It is hoped that before long the remaining States will also provide the required measures of Child Welfare Services under suitable social legislation."

8.28 The Committee agree with the view that it is very necessary to ensure that proper precautions are exercised against exposing child offenders to the company of hardened criminals. The Committee note that the Children's Acts have by now been enacted by all the States except Jammu & Kashmir, Nagaland and Orissa. The Committee would like the Central Government to pursue the matter with these States so as to have enacted early legislation for dealing with juvenile delinquents.

8.29. Considering that the problems of children are basically the same the Committee recommend that the following action may be taken at an all India level to bring uniformity and cohesiveness in the treatment of problems of children :

- (a) Some system may be devised by which there is constant exchange of ideas and views with the State Governments which are concerned with the management of Children's institutions with a view to evolve some basically accepted norms for running such institutions.
- (b) Meetings of Senior officers and other supervisory and specialised personnel may be held at all India level at regular intervals with a view to exchange ideas on current thinking and problems of children and to codify the basic requirements in the form of certain guidelines useful for all the States.
- (c) As supervision and inspection play important role in the implementation of Children Act, Government may examine the feasibility of laying down basic minimum qualifications of the inspectors and supervisors in terms of academic degrees, specialisation and field experience. There should also be evolved managements for running regular courses, seminars etc. so that those handling correctional institutions for these young delinquents are equipped with latest knowledge. No pains should be spared to infuse in these supervisors a spirit of sympathetic

**understanding so that they may so supervise and run the correctional institutions as to wean away the young delinquents from unhealthy influences.**

### **C. Correctional Services**

8.30. Giving a review of the development in Correctional Services in the decade (1960-70), the Committee have been informed in a written note by the Department of Social Welfare as follows :

#### *Background in 1960 :*

8.31. A movement of reform in the correctional field was initiated early after independence and during the first five years, the State Governments initiated a number of measures for humanising the conditions in prisons. An additional impetus was provided due to the fact that many of the veteran political leaders had themselves had a long spell of prison life while fighting for National Independence.

8.32 The Transfer of Prisoners Act was enacted in 1950. The Abolition of Whipping Act was enacted in 1955. In 1952, the Government of India invited, under the United Nations Technical Co-operation Programme, Dr. W. C. Reckless who studied extensively the prison system in India and prepared a Report on "Prison Administration in India". In a way, this Report is an important landmark in the correctional history, and is as valid today, as in 1952. Dr. Reckless also conducted a six-month training programme for prison officers at the Tata Institute of Social Sciences in Bombay. The Eighth Conference of the Inspectors General of Prisons was also held during the year. Two far reaching recommendations of the Report and of the Conference were, (i) setting up of an All India Jail Manual Committee and (ii) establishment at the Centre, of the Central Bureau of Correctional Services for reviewing and assisting in the development of correctional services.

8.33. The appointment of the All India Jail Manual Committee (1957-59) is the second important phase in the progressive development of the field. The Report of this Committee was submitted to the Government of India alongwith a Model Prison Manual. Several supporting laws passed by the Centre should also be mentioned here viz. (i) the Probation of Offenders Act 1958 & Model Rules, (ii) the Suppression of Immoral Traffic in Women & Girls Act, 1956, (iii) the Licensing of Women's and Children's Institution Act, 1956, (iv) the Children Act, 1960 meant for Union Territories and (v) Control & Supervision of Orphanages & Charitable Homes Act, 1960.

8.34. During the three Five Year Plans, the Social Defence Schemes were included as centrally-sponsored schemes on which Central Government shared 50% of the expenditure. Several States developed services to extend Children Act to new districts, setting up of Moral and Social Hygiene Services and Protective Homes, After-care Shelters & Homes for correctional

and non-correctional institutions, extending beggary control measures and introducing prison welfare services, which included appointment of Prison Welfare Officers in Central Prisons and setting-up of creches for the children of female convicts.

8.35. After the States' Re-organisation in 1956, in response to popular demand, several State Governments established Directorate of Social Welfare, to deal with various subjects, including juvenile delinquency, probation services, beggary control and the like. Several new State Acts & Rules were placed on the Statute Books as follows :—

1. The Saurashtra Children Act, 1956.
2. Jammu & Kashmir Habitual Offenders (control & Reforms) Act, 1956.
3. Madras Children (Amendment) Act, 1958.
4. West Bengal Children Act, 1959.
5. Bihar Probation of Offenders Rules 1959.
6. Bombay Prevention of Begging Act, 1959.

1960—*and onwards*

8.36. The All India Jail Manual Committee's Report was circulated to all the States by the Ministry of Home Affairs and comments were asked for. On the basis of the replies received, the Government of India, Ministry of Home Affairs circulated their views in 1964 and accepted the following recommendations to be implemented by the Centre :—

- (i) Establishment of the Central Bureau of correctional services for purposes of compilation and publication of statistics relating to prevention of crime and treatment of offenders on all-India basis and functioning as a clearing house of information regarding training facilities in India and abroad.
- (ii) Constitution of a Central Advisory Board to discuss problems relating to correctional services.
- (iii) Conference of correctional administrators (Inspectors General of Prisons and senior correctional officers) to be convened by the Government of India, every two years.

8.37. The State Governments were also requested to adopt several recommendations of the All India Jail Manual Committee, specially relating to revision of the State Jail Manuals, classification of Prisoners diversification of institutions, work and employment, after-care and rehabilitation, delinquent children and adolscent offenders habitual offenders etc. The Central Bureau of correctional services was charged with the responsibility of purusing the progress on these matters with all the States.

*Setting up of the Central Bureau of Correctional Services*

8.38. In 1961, the Government of India in the Ministry of Home Affairs issued orders establishing Central Bureau of Correctional Services. (Its objectives etc. have been dealt with in this Report earlier). The Central Bureau of Correctional Services has standardised statistical forms on the various subjects dealing with Social Defence and statistics are collected annually from all the States, which are compiled and printed regularly in the 'Social Defence' quarterly. In the absence of proper statistical cells at the State level, the returns are not being received in time. The Bureau has been to finalise comparative data for 5 years on several schemes. In 1964, the Bureau was placed under the Department of Social Security.

*New Legislation and Rules, passed or in progress*

8.39. During the decade, about 14 new Legislations and rules have come into being and about 11 are in various stages of legislation.

8.40. In case of all Social Defence legislation or amendments, the Bureau scrutinises them and offers technical comments to the Ministry of Home Affairs and Department of Social Welfare, before they are finalised or given President's assent.

8.41. Substantial progress was achieved during 1969, as a result of constant contact by the Central Bureau of Correctional Services. The State Governments of Assam, Rajasthan, Bihar and Madhya Pradesh have framed the Children's Acts. The Governments of Punjab and Haryana have also implemented children's Act during 1969. The Government of Himachal Pradesh has enforced the Children Act in 1969. The Bureau is helping them in setting up the field services such as framing of rules, setting up of Juvenile Court, Remand Home, Certified School and so on. The Bureau has also planned technical exchange programme and Inter-State Study Teams of senior correctional officers to facilitate on-the-spot visits and discussions by senior officers.

8.42. However, it may be mentioned that no comprehensive legislation amending the Prison Act 1894, Prisoners Act 1900, Transfer of Prisoners Act 1950, Indian Lunacy Act 1912 and Borstal Schools Act have yet been legislated and the position has not so far changed since the Report of All India Jail Manual Committee. The Government of Rajasthan set up a Rajasthan Jails Reform Commission which produced a Valuminous report in 1964.

8.43. The Committee have further been informed by the Social Welfare Department that in the absence of proper statistical cells at the State level, the returns regarding statistics relating to crime, prisons, probation and other kinds of correctional works on national level were not being received in time. As statistics played an important part in assessing the progress made

in correctional services, the Committee desired to know whether government have taken up the matter with the State Governments concerned with a view to establish statistical cells in the States and if so, what has been the progress in this regard. The Committee have also been informed in a written note, that "It is true to say that absence of statistics come in the way of proper planning and services not only in the field of social defence but in the total field of social welfare. It is necessary to have a well equipped social statistical unit at the Central and State levels in the Department of Social Welfare to enable the systematic collection of data on social problems and social welfare services regularly. Some efforts have already been made to establish social statistical cell at the Central level. These efforts require to be further expanded. The Planning Commission has already provided Rs. 105 lakhs for the programme of education, training and administration. Some of the provision from this requires to be made use of for the purpose of developing social statistical units in the Departments of Social Welfare.

8.44. During Annual Plan discussions efforts are continuously being made to encourage the State representatives to provide suitable funds for the establishment of social statistical units at the State level in the Departments of Social Welfare. Although some response has been received from the State Governments, there is considerable leeway in developing suitable unit of social statistical cell in each State. This requires further examination. The suggestion has been incorporated in the Annual Plan proposals under the Central Sector that 50% grants should be provided to the State Governments for developing planning and statistical units at the State level. This is still to be considered by Planning Commission."

8.45. The Committee note that as the absence of statistics comes in the way of proper planning and services not only in the field of social defence but in the larger field of Social Welfare, Government have already made efforts to establish a Social statistical cell at the Central level and that during Annual Plan discussions efforts are continuously being made to persuade the States to provide funds for establishment of social statistical units at the State level in the Departments of Social Welfare. The Committee hope that Government will continue to make efforts to see that the Social Statistical Cell at the Centre as also such units in the States are put on proper footing, where established, and set-up where not already done so far.

8.46. The Committee would like Central Government to take early action to bring forward comprehensive legislation to amend the Prison Act, 1894, Prisoners Act, 1900, Transfer of Prisoner's Act, 1950, Indian Lunacy Act, 1912 and Borstal Schools Act as recommended by the All India Jail Manual Committee (1957-59) and in the light of experience gained so far in administration of these Acts and to meet the changing needs of the Society.

#### D. Suppression of Immoral Traffic in Women and Girls

8.47. The Department of Social Welfare have informed the Committee, in a written note that "The enforcement of the Suppression of Immoral Traffic in Women and Girls Act as well as the propagation of Family Life education among students and workers, is being promoted primarily with the help of the Association for Moral and Social Hygiene in India. The Association maintains 17 branches in different parts of the country besides headquarters in New Delhi. During the Second and Third Five Year Plans the programme of Moral and Social Hygiene included the facilities provided for the enforcement of Immoral Traffic in Women and Girls Act under the Centrally Sponsored Programme. The States were given assistance in the ratio of 60 : 40 for promoting the programme with the help of the State Branches of the Moral and Social Hygiene Association in India. It was, however, in the Fourth Five Year Plan that a decision was taken by the Government to transfer the subject to the State Sector. Accordingly the project which was promoted by the Association for Moral and Social Hygiene in India with the help of its Branches was transferred in 1969-70 to the State Sector and the State Governments requested to give the required assistance.

The amount of assistance payable by the Centre to the State Units of the Association was being released to them on the specific conditions that the State Governments were satisfied entirely about the proper working of the scheme. The payment was to be adjusted against the ways and means advances, if any, released by the Ministry of Finance and the balance due to the State Governments were to be paid to them. The payment was subject to financial adjustment in the following years in the light of actual expenditure on the scheme for the year as a whole.

8.48. The scheme was transferred to the State Sector from the year 1969-70. From that year onwards the respective State Governments were to make necessary provisions in their budget against block grants which would be payable to them by the Government of India."

The Committee have been further informed, in a written note that "The problem of prostitution is a complicated problem. Various factors including poverty, ignorance, social customs, neglect of social relation, etc. contribute to the spread of prostitution in the country. Recently it has also been found out affluency contributes to further spread of prostitution in metropolitan cities and industrial cities, although the practice of prostitution assumes different forms. Suppression of Immoral Traffic Act, which is an All India Act, is meant primarily to suppress commercialised prostitution. The law does not control practice of prostitution by an individual on his or her own. The education of the public, specially all those who come from the rural areas to the urban cities in search of jobs still remains to be covered.

From this point of view it is true to say that to the extent to which social conscious lags anti-social practices continues to prevail."

8.49. The Committee have been informed, in another note, that "There are some difficulties in ensuring enforcement of the Suppression of Immoral Traffic Act (SITA). For example, a women citizen is required to be an evidence at the time of raiding the brothel. It is not always possible to secure the help of a woman in this matter. Besides, the police inspector of a certain higher category is only allowed to conduct the raid. There are not enough police officers of that grade to enforce the Act. These are some of the difficulties that have already been examined by the S.I.T. Act Amendment Committee and measures suggested to make its enforcement more effective. The report of the Committee is now with the Department of Law for the preparation of the Amendment Bill. Even when some of the existing short-comings of the Act are met the enforcement of the Immoral Traffic Act will require public awakening and public support. Unless that is forthcoming it is very difficult to bring under control even the practice of commercialised prostitution. Besides, the ways employed by the anti-social groups which depend on commercialised prostitution are so vary, complicated and violent that it is difficult to bring them under control. This is in fact the real bay of the problem of the prostitution."

**8.50. The Committee recognise that the problem of prostitution is a complicated one involving various factors including poverty, ignorance, social customs, neglect of social relations etc. Affluency also contributes to further spread of prostitution in metropolitan cities and industrial cities, in different forms. They also agree that the education of the public against danger of prostitution and the anti-social effect thereof is basic to check the spread of prostitution. The Committee would like Government to take all possible steps to educate the masses to check this social evil.**

**8.51. The Committee would urge upon Government to finalise their decisions on the recommendations by the Suppression of Immoral Traffic Act Amendment Committee to make the existing Act more effective in curbing this evil practice and to bring forth an amending bill before Parliament at an early date.**

### **E. Beggary**

8.52. One of the greatest problems that the country is facing today is that of beggary. The following excerpts from certain newspapers which have come to the notice of the Committee indicate the acuteness the problem has acquired and its urgency to eradicate it :

- (i) "The problem of beggary had assumed menacing proportions in all major cities. Two years ago, it was estimated that there were as many as 30,000 beggars in Calcutta alone. The census in 1961 showed the country's beggar population at one million.

By the next census, the number is likely to show a considerable increase. Legislation alone is not enough to solve this seemingly intractable problem. The whole question of the rehabilitation of beggars deserves careful consideration, as it is the heart of the problem. It will be recalled that some years ago the Planning Commission's panel on social welfare pointed out that priority should be given to the vocational training and rehabilitation of able-bodied beggars who swarm tourist centres and places of pilgrimage."

- (ii) "I was encouraged by the Indian Tourist Office in France to embark upon a fortnight's visit to see the historical places in India. My first encounter in India was with four kids who surrounded me for alms when I was waiting in front of Santa Cruz Airport to take a coach to the city. I was shocked to see many such people haunting all the passengers who were waiting for the Airline's coach. I do not wish to blame these innocent people who have taken to beggary out of extreme poverty, but I wonder why the Government of India which spends fantastic amount abroad for tourist promotion cannot help these human beings. Beggary should at least be banned at the airport premises as this is likely to create a wrong impression of India in the minds of the tourists."
- (iii) "The other day as I was travelling in the train a little beggar boy, hardly 3 to 4 years old, walked into the compartment. The boy's right forearm was amputated and little sump posed a pitiful sight. He shook the disfigured limb and knelt before each passenger, begging for money, uttering at the same time indistinct words. It is indeed a difficult thing to look away from a child with a maimed limb, asking for money, and so purses opened and coins clattered with amazing speed into his little tin bowl. I watched the child as he knelt before each individual and moved away. Where could such a little-being have learnt to make these pitiful gestures, I wondered. The only answer was : organised begging. No 3 year-old child would ever realise, on its own, without being taught, that shaking an amputated limb before people would arouse sympathy and bring him money. He had been taught a trade : begging, and he was paying a high price for it, to his obligators. It is a common sight these days to see beggar children simply everywhere, but more frequently in trains. Children are disfigured in some ghastly, irreparable way their young lives pledged to misery with no chance of salvation. Since child-beggars pose a more pathetic sight, their money-making prospects are much better. . . . . Considering that in other countries begging is taken to be a crime, it is most surprising to note that in our



country nobody bats even a eyelid, considering the way it has expanded and found its way from bye-lanes into streets, and now into trains. It is even more surprising to note that no measures are being taken to prevent this widespread disease. It is about time that the authorities woke up from their peaceful slumber and got active. The root cause, the source, must be located, and the people responsible for making begging a varitable profession should be severely taken to task in order to save the lives of some more unfortunate beings, who may become victims of such cruel individuals.”

8.53. The Committee have been informed by the Social Welfare Department, in a written note that “12 States and Union Territories have enacted Beggars Act. Recently Punjab has issued ordinance banning beggary. The Government of Haryana is also reported to be contemplating banning beggary on similar lines. The public education against giving alms is an important factor for continuous beggary. The beggary assumes extensive coverage also due to the religious sanction given to it. The controlling of the religious mandicund is in itself a serious problem besides controlling the organised beggary.

There is however, a need for introducing a Central Act to control the Inter-State mobility of beggars. This requires further examination.”

8.54. The Committee have further been informed, in a written note, that “The Study Group on Begging, Vagrancy and Juvenile Delinquency, appointed by the Planning Commission in April, 1965 examined the problems and formulated proposals in the field of prevention and control of begging, vagrancy and juvenile delinquency for the earlier Fourth Plan. Giving justification for the need of launching a programme for the control of beggary during the Fourth Plan period on comprehensive lines, the Study Group opined that the problems of begging and vagrancy were not those of individual's correction, but also, largely, those of a balanced socio-economic developments, which needs to be taken care of immediately with a sense of priority in our National Plans.

The Study Group observed that a programme of total eradication of beggary which may cost our country nothing less than Rs. 25 crores a year, might prove a serious problem to our public finance in the existing circumstances. It further advised not to launch on a comprehensive programme of this nature without the necessary legislative framework, administrative machinery, experienced personnel and effective public co-operation. These requirements will take some time to meet. The Study Group, therefore, recommended that certain areas representing tourist centres, places of pilgrimage and large cities be selected in each State for instituting intensive programme of beggary control.

The Study Group viewed that for the sake of creating the required social attitude towards beggary, the Indian Penal Code should be so amended as to deter the able-bodied persons who take to begging wilfully and professionally so that begging is no longer looked upon as a socially accepted and tolerated way of life.

To eradicate child beggary, the Study Group recommended the extension and vigorous enforcement of the Children Acts and implementation of the programme of non-institutional services in the cities.

Analysing the existing approach towards beggary control the Study Group made the following recommendations :—

- (1) The policy of penal and quasi-penal approach be replaced by a policy of differentiation in approach by working a double track system—social assistance approach for those in the circumstances of begging and correctional approach towards those who are begging wilfully and professionally.
- (2) For making available the social assistance approach, the circumstances of need should be the basis of extending relief.
- (3) Statutory support is needed for extending the social assistance approach as a permanent feature of our economy.
- (4) Permissive approach be maintained towards those who resort to begging wilfully seasonally, casually professionally or occasionally even when they have reasonable means of subsistence of their own.
- (5) The Study Group opposed the compulsory repatriation of beggars and stressed that the problem be treated on a national basis with the Central Government adopting a liberal policy of financial assistance to the States for this purpose.
- (6) For developing an adequate programme of beggary eradication in areas selected for pilot projects, the Study Group spelled out the desired organisational set up and diversified approach towards various categories of beggars.

The Department of Social Welfare, Government of India, while agreeing with the recommendations of the Study Group in principle, circulated the report to the State/Union Territory Governments for consideration and necessary action as the programmes relating to the prevention and control of begging, vagrancy and juvenile delinquency are being implemented in the country under the State legislation and fall within their jurisdiction. It may, however, be pointed out that due to the paucity of funds with the Government and inadequate technical and man-power resources available in the State/Union Territories, the recommendations of the Study Group could not be implemented in their entirety, even though they have been

considered guidelines in the development of programmes for the prevention and control of begging, vagrancy and delinquency. The revised Fourth Plan did not provide any funds for the programme in the centrally sponsored sections. The subject of Social Defence, including the Eradication of Beggary, was placed under the State Sector. Unfortunately the State Governments have not been able to provide adequate funds for the programme due to the limitation of resources.....

However, as a result of the awareness created by the recommendations of the Study Group, the State/Union Territory Governments have been developing beggary control programmes on their own under the State Plans. The Central Government used to share 50 per cent expenditure on these services till the end of Third Five Year Plan, and the subsequent two annual Plans. However, as the scheme of Social Defence has now been transferred to the State Sector in the Fourth Plan, the State Governments are required to provide for the total expenditure in their State Plans.....

The Central Government is persuading the State Governments/Union Territories to provide adequate resources for beggary control and to strengthen the services during the Annual Plan discussions.”

**8.55. The Committee agree with the view that one of the greatest problems that our country is facing today is that of beggary. It has assumed menacing proportions in all major cities and specially the tourist centres and places of pilgrimage. It will not be advisable to launch on a comprehensive programme, in this respect, without the necessary legislative framework, administrative machinery, experienced personnel and effective public cooperation. With a view, however, to creating the required social attitude against beggary, the Committee would, like Government to examine the desirability of amending the Indian Penal Code so as to deter the able-bodied persons who take to begging wilfully and professionally; and that begging is no longer looked upon as a socially accepted and tolerated way of life. The Committee would also like Government to persuade the States and Union Territories to ban, by legislation, begging at the tourist centres and places of pilgrimage, immediately.**

## CHAPTER IX

### GENERAL

#### A. UNICEF (United Nations International Children's Emergency Fund) & other Programmes of International Assistance

9.1. The Committee have been informed by the Department of Social Welfare, in a written note, that India's association with the United Nations Children's Fund dates back from 1949 with the signing of Basic Agreement between India and the United Nations Children's Fund on the 10th May, 1949. UNICEF aid is being received in India since 1949 in a number of spheres within the broad development programmes of the Government of India relating to health, nutrition, milk conservation, education, pre-vocational training, and Family and Child Welfare. The UNICEF aid upto and including the year 1970 amounted to nearly \$ 84.95 million.

9.2. The United Nations Children's Fund extends the aid in the form of supplies and equipments for the welfare of children, adolescents and expectant and nursing mothers in accordance with the Plan of Operations. The aid is not received in cash except in the case of stipends for training. All aid received from the UNICEF is free of cost; nor does it involve any foreign exchange expenditure on the part of the Government of India in any manner. The aid received from the UNICEF is distributed by the Government of India in accordance with the approved plans of operation through the agencies or channels mutually approved from time to time by the Government and the United Nations Children's Fund. The Government undertakes to ensure that supplies and equipments are dispensed or distributed equitably and efficiently on the basis of need without discrimination because of race, creed, nationality, status or political belief. The aid received from the UNICEF is to be treated as in addition to, and not in substitution for, the budget charges which the Government has established for similar activities. In other words, the aid received for a particular project invariably contemplates matching expenditure on the part of the Government of India for the implementation of the project for which assistance is received from this International Organisation. No recipient or beneficiary of supplies provided by the UNICEF is required to pay directly or indirectly for the cost of these supplies.

9.3. By mutual agreement (Plan of Operation), the United Nations Children's Fund has completed some of the programmes/projects where financial and other responsibilities are now being carried solely by the

Government of India. In this, like elsewhere, the UNICEF assistance is channelised only through and administered by the Government.

9.4. The Department of Social Welfare which has come into being since 1964, is responsible for coordinating all activities of the United Nations Children's Fund in India according to the Allocations of Business. The concerned Ministries/Departments of the Government of India administering the programmes initially have discussions with the technical officers of the Regional office of the United Nations Children's Fund in New Delhi and after the necessary survey etc., where this is called for, a preliminary discussion relating to the purpose for which assistance, assessment of the quantum of assistance expected from the UNICEF, and the Government's financial ability to meet the cost of matching contribution for the implementation of the project, a Plan of Operation in respect of the scheme for which assistance is expected is drawn up for signature between the concerned Ministry on the one hand and the United Nations Children's Fund on the other. The Draft Plan of Operation, before it is finalised is referred to the Department of Social Welfare for clearance. The formal request for assistance from the concerned Ministry to the United Nations Children's Fund, after all the preliminaries are settled by the administrative ministry, is sent to the Organisation's Regional Office in New Delhi by the Department of Social Welfare. The Regional Director of the United Nations Children's Fund thereafter transmits the request to the Executive Director of the UNICEF in New York, who after scrutiny of the assistance recommended by the Regional Director submits his recommendation to the UNICEF Executive Board for allocation of funds in the annual meeting of the Board. The UNICEF Executive Board meets annually during April/May/June for a fortnight generally in New York or in such world capital as may be decided by the UNICEF Executive Board Members earlier, and considers all the recommendations for aid to developing countries as are submitted to it by the UNICEF Executive Director. The UNICEF Executive Board consists of 30 members, and India is one of them. India is represented at the annual Executive Board meeting by the Additional Secretary of the Department of Social Welfare. India is also a member of the Programme Committee. Shri P. P. I. Vaidyanathan, Additional Secretary, Department of Social Welfare is the First Vice-Chairman of the UNICEF Executive Board, and is also the Chairman of the Committee on Administrative Budget of the UNICEF.

9.5. The Department of Social Welfare, for effective coordination, convenes periodical meetings of the representatives of the Ministries/Departments of the Government of India concerned with the UNICEF assistance during the course of the year, particularly on the eve of the Executive Board meeting and immediately at the end of the Sessions on return of India's Delegation from abroad.

9.6. The Scheme-wise allocation of funds during the years 1968-69, 1969-70 and 1970-71 is given below :—

**1968-69—Allocations**

Sl. No.	Programme/Project	Amount Allocated \$	Concerned Ministry
1	2	3	4
1.	Health Services . . . . .	1,462,000	Department of Health
2.	Health Services (medical training) . . . . .	150,000	Department of Health
3.	Family & Child Welfare . . . . .	193,000	Department of Social Welfare
4.	Applied Nutrition Programme	1,915,000	Deptt. of Community Development
5.	Science Education	1,203,000	Min. of Education & Youth Services.
<b>TOTAL . . . . .</b>		<b>\$ 4,923,000</b>	

**1969-70—Allocations**

1	2	3	4
1.	Health Services . . . . .	2,764,000	Deptt. of Health
2.	Family & Child Welfare . . . . .	220,000	Deptt. of Social Welfare
3.	Milk Conservation . . . . .	300,000	Deptt. of Agriculture
4.	Applied Nutrition Programme . . . . .	750,000	Department of Community Development.
5.	High Protein Food Development . . . . .	150,000	Department of Food.
<b>\$ 4,184,000</b>			

**1970-71—Allocations**

1	2	3	4
1.	Health Services . . . . .	2,296,000	Department of Health
2.	Health Services—Rural Water Supply . . . . .	1,778,000	Department of Health
3.	Applied Nutrition . . . . .	786,000	Department of C.D.
4.	Nutrition-Food mix. . . . .	100,000	Department of Food
5.	Nutrition milk conservation "Operation Flood" . . . . .	1,500,000	Department of Agriculture
6.	Family & Child Welfare	171,000	Department of Social Welfare
7.	Education (Sc. Edu.)	850,000	Min. of Education & Youth Services
8.	Project preparation—Integrated services for Children and Youth in Urban Areas . . . . .	100,000	Department of Social Welfare
<b>TOTAL: . . . . .</b>		<b>\$ 7,581,000</b>	

9.7. The Department of Social Welfare is currently administering the programmes with UNICEF assistance, viz., Pre-Vocational Training Programme and Family and Child Welfare in the field of social welfare.

9.8. The allocation of \$100,000 made by the UNICEF in 1970 Session of the Board for the project preparation in respect of Integrated Services for Children and Youth in Urban Areas is also to be administered by the Department of Social Welfare. The Project is still in the formative stage and the initial allocation is to be received as cash grants for one Central and 6 State-level projects preparation units, including salary, honoraria, consultancy fee, travelling, conferences and seminars etc.

9.9. India pays an annual contribution to the UNICEF in non-convertible rupees in India. The quantum of contribution has been at varying amounts since India's association with the Organisation. However, the rates at which the annual contribution has been paid during the recent years is given below :—

1963-64 & prior to that for some years	Rs. 30 laksh per annum
1964-65 to 1966-67	Rs. 40 laksh per annum
1967-68	Rs. 45 lakhs per annum
1968-69	Rs. 52 laksh per annum
1969-70	Rs. 60 lakhs per annum

9.10. The Government of India agreed to raise the level of contribution from Rs. 40 lakhs to Rs. 60 lakhs, by stages, in pursuance of the Resolution passed by the Economic and Social Council of the United Nations in August, 1966, in Geneva to the effect that the income of the UNICEF be increased to a target of \$ 50 million by 1969 which contemplated an increase in the rate of contribution by 50 per cent. India is the world's 8th largest donor to the Organisation, according to the 1969-figures of contributions. The contributions paid by India and other 7 countries, which contributed more than India in 1969, are given below in terms of the U.S. Dollars :—

USA	\$13,000,000
Sweden	\$3,807,000
Federal Republic of Germany	\$1,812,500
France	\$1,399,000
United Kingdom	\$1,200,000
Canada	\$1,112,400
Switzerland	\$1,000,000
India	\$800,000

9.11. The payment of contribution to the UNICEF is voluntary and is not connected with the quantum of aid received from the UNICEF. There are large number of countries who make substantial contributions to the UNICEF without receiving any aid from this Organisation.

9.12. In addition to the annual contribution, the Government is also paying to the UNICEF an annual grant-in-aid at Rs. 12 lakhs for meeting the administrative cost of the local office of the Organisation in New Delhi in terms of the Basic Agreement. This payment is now being treated as contribution to the administrative charges of the United Nations Regional Office in Delhi. The reason for treating the grant-in-aid as contribution is that since UNICEF's actual expenditure on the administrative charges payable by India has been progressively more in recent years than the actual release of the quantum of grants-in-aid, which is presently at Rs. 12 lakhs, there has been a substantial deficit with the UNICEF on this account. The Government of India had been limiting the payment to the budgeted amount, viz., Rs. 12 lakhs per annum or such less amount as was budgeted in the previous years. The UNICEF, therefore, requested that the amount paid by the Government for the Administrative expenses of the Regional Office be treated as contribution and not grant-in-aid. This has been agreed to with effect from financial year 1970-71. Consequently, the accounts of the UNICEF will not now be subject to audit by the A.G.C.R. as has been hitherto.

9.13. Apart from the UNICEF having a Regional Office in New Delhi, they have three Zonal Offices in Calcutta, Bombay and Madras.

9.14. The Committee desired to know as to how it is ensured that the supplies and equipments are dispensed or distributed equitably on the basis of need only, the Department of Social Welfare stated, in a written note, that it was one of the main provisions of the Basic Agreement signed between the UNICEF and Government of India, in 1949, to ensure that supplies and equipments are dispensed or distributed equitably and efficiently on the basis of need without discrimination because of race, creed, nationality, status or political belief. It has further been stated that "This is a standard clause and applies not only to India but also to other developing countries receiving aid from the UNICEF. The clause is in absolute conformity with the Government of India's declared and practised policy in this regard. No plan for any programme or any scheme is ever drawn up by the Government of India on the basis of extending assistance to persons on the basis of race, creed, nationality status or political belief. All Programmes are based on the actual need of the intended beneficiaries only, which automatically means that the supplies and equipments are distributed equitably to the needy. The largest section of India's population which is in need of assistance in the field of health, nutrition, social welfare etc. is the rural population. The ultimate beneficiaries in respect of all programmes of UNICEF have to be the children and, for their well-being, the aid benefit also flows to the expectant and nursing mothers and adolescents. This being the position, the bulk of UNICEF assisted programmes in the field of health, vocational training, nutrition, social welfare etc., are located in the rural areas where the need is most."



9.15. The Committee also desired to know (i) whether the scheme-wise allocation of funds out of UNICEF aid during the years 1968-69, 1969-70 and 1970-71 have been/are expected to be fully utilised; and (ii) whether the amount allocated was found sufficient to meet the requirements of the individual programmes/projects fully? If not what was the additional requirement of each programme/project; and how was it met? Have the Government thought about this matter in depth and if so, what is their reaction about monetary allocations?

The Department of Social Welfare have stated in a written note that "(i) allocations of funds made annually by the UNICEF are fully utilised for the programmes/schemes for which such allocations are made within the specified or extended period mutually agreed to by the UNICEF and the Government of India, and (ii) the UNICEF does not extend aid on a hundred per cent basis in respect of any programme, but on a matching basis in accordance with the Plans of Operation drawn up and agreed to by the parties concerned. UNICEF's commitment in respect of any programme is spelt out clearly and the questions of allocation of funds by the UNICEF short of its commitment does not arise. The amount allocated by the UNICEF annually in respect of programmes has been found sufficient to meet the requirement of individual programmes."

9.16. The Committee also desired to know as to why from the year 1970-71, the accounts of the UNICEF will not be subject to audit by the A.G.C.R. as has been done hitherto, the Department of Social Welfare have stated, in a written note, that "The proposal of treating 'Grant-in-aid to the UNICEF' as 'Contribution towards the administrative charges of the Regional Office, New Delhi' effective from 1970-71, have been agreed to and the exemption of the accounts of the UNICEF, from the audit is only consequential to the above decision and is also in recognition of the international status of this organisation, being an Agency of the United Nations as pleaded by the UNICEF. The Government felt that the audit of the expenses incurred by an international organisation such as UNICEF is unnecessary as undesirable. The Government, instead, will obtain a certificate from the U.N. auditors that the amount received from India as contribution towards administrative expenses of the Regional Office of the UNICEF in New Delhi has been fully utilised for the administrative expenses as chargeable to the Government of India."

9.17. The Department of Social Welfare informed the Committee, in a written note, that under the 'Family and Child Welfare Programmes' each Family and Child Welfare Project has a provision of Rs. 61,810 for recurring expenditure and Rs. 55,000 as non-recurring expenditure. The non-recurring expenditure includes provision towards construction of the building at the main centre as well as at five sub-centres. The budget provision for the total programme for 1967-68 was Rs. 6.13 lakhs, in 1968-69 Rs. 6.20 lakhs, in 1969-70 Rs. 93.30 lakhs and in 1970-71 Rs. 1.40

crores. The UNICEF grant for the total programme came to \$ 177,00 during 1967-68, \$ 193,00 during 1968-69 and \$ 220,000 during 1969-70. For the year 1970-71, a provision of \$ 145,000 has been made by the UNICEF.

9.18. The Committee desired to know whether the amount allocated by UNICEF during 1967-68, 1968-69 and 1969-70 was utilised in full and if not, what were the reasons therefor. They also desired to know as to how it was proposed to utilise in full the allocation of \$ 145,000 during 1970-71. The Department of Social Welfare have stated in a written note, that (a) the amounts allocated by UNICEF during 1967-68, 1968-69 and 1969-70 for Family and Child Welfare Projects are being utilised. The UNICEF supplies equipment to these projects. Nearly 50% have received these equipment. Others are in the way of dispatch. (b) The provision of \$ 1,45,000 allocated by the UNICEF for assisting the programme during 1970-71 would be utilised in the following manner :—

- (1) The cost of equipment and vehicles for Family and Child Welfare Projects (which are supplied by UNICEF in kind and not in cash).
- (2) Expenses of training etc. of the Field staff working in Family and Child Welfare Projects.

9.19. The Committee note that the aid received from the UNICEF is distributed by the Government of India in accordance with the approved plans of operation through the agencies or channels mutually approved, from time to time, by the Government of India and the UNICEF.

9.20. The Committee are glad that the Government of India ensure that the supplies and equipments received in aid are dispensed equitably on the basis of need and that the bulk of UNICEF assisted programmes in the field of health, vocational training, nutrition, social welfare, etc., are located in the rural areas where their need is the greatest.

9.21. The Committee note that in 1970-71, a project was being prepared for introducing an integrated service for children and youth in urban areas. The Committee feel that with the increasing migration from rural areas into urban, it is of utmost importance that welfare services for children and youths particularly in industrial and slum areas are provided in a systematic manner. The Committee would like Government to finalise the Project at an early date, implement it on pilot basis in selected areas and in the light of experience gained, extend its implementation on a wider scale.

9.22. The Committee also attach great importance to the applied nutrition programme for children coming from the vulnerable section of society.

**The Committee feel that the implementation of coverage under the programme should be extended with the willing co-operation of the State and local governments, to cover larger number of children so that they have a fair chance of growing up as healthy citizens.**

### **B. Seminars & Conferences**

9.23. The Committee have been informed by a Social Welfare Organisation, in a written note, that "Every year it might be useful to hold a Conference of people who have been enforcing legislation of social welfare significance. The Conference could understand the position in relation to enforcement and make suggestions in relation to the improvement in enforcement. There is a backlog of problems in the field of social welfare. The problems are complex and number of persons involved in large. All the agencies, governmental or non-governmental, at the local, State and national level will have to work jointly to bring the problems under control. At present there is little co-ordination between the various levels and between the government and voluntary agencies..... It is suggested that there should be provision for annual meeting at all the levels between the governmental and non-governmental organisations to draw up social welfare programmes jointly and to review the results of the joint operations for implementation for the previous one. There could be a national standing committee with adequate Secretariat to support such a Conference."

9.24. Another Social Welfare Organisation has stated, in a written note that "There has to be two way communication between the States and the voluntary agencies and we have felt that if we ourselves do not make any approaches the neglect might be complete. This has hampered the progress of rehabilitation, particularly in respect of the deaf. It is our view that if a suitable machinery of the nature of a Consultative Committee is evolved on a National level with the voluntary agencies and the various experts in the field as constituents which should meet very frequently and both assess and suggest plans and projects and check up on the current implementation, it would keep the whole fabric alive."

9.25. Another Social Welfare Organisation has stated, in a written note, that "Invitations for conferences and meetings on programmes and schemes and their developments and future plans be extended to technical persons of the Institutions instead of the top non-technical ones. This will improve the technical conditions of institutions. Technical people will learn from each other when they sit together and thus benefit of understanding in knowledge or directives of senior personnel in the technical field will be helpful to the Institutions. Under the present system, mostly social workers (who are not at all technical persons) attend such conferences and meetings and thus the benefit of such meetings remain to them only. They

are very little applicable to the actual schemes for the development."

9.26. In regard to a suggestion that invitations for conferences and meetings on programmes and schemes and their developments and future plans should be extended to technical persons instead of the top non-technical persons, an eminent social worker stated, during evidence, that "Quite often when the invitation comes, the administrators feel that they should go. What I feel is that there should be both trained social workers and untrained social workers; and all three should combine. I am giving you the reason. Administrators are needed for planning because they know the rules and regulations and unless all this is done according to rules it cannot be implemented effectively. Today, in the country most of our social workers are trained; but they do not have a real field experience; they have diplomas or degrees. I feel that unless people have worked in the field, particularly in social welfare, the country's money should not be spent on degrees. Field worker's experience is needed. There should be equal weightage. Quite often it seems that the administrator gets the upper hand. Also quite often, the executives attend the Conferences, because field workers are not used to big Conference, they are not used to express themselves fluently in English, they have the handicap, and quite often, technical people are working under the administrators."

9.27. The Committee agree with the view that it might be useful to hold an annual Conference of (i) those eminent persons who are fully involved in Social Welfare activities, (ii) the representatives of the Social Welfare Organisations having an All India standing and (iii) The Central Social Welfare Board so that they may discuss common problems and evolve agreed solutions. They should also review the achievements as compared to the targets and suggest concrete measures to improve the performance.

9.28. Reasonable representation should also be given, on these Conferences, to technical and field workers who have first hand experience of problems and whole be mainly instrumented in implementing the programme. Such a Conference could appropriately be convened by the Department of Social Welfare.

NEW DELHI-1;  
July 23, 1971.

KAMAL NATH TEWARI,  
Chairman,  
Estimates Committee.

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Sravana 1, 1893(S).

## APPENDIX I

### Summary of Conclusions/Recommendations

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Serial No	Reference to Para No. of the Report	Summary of Couclusions/Recommendations
1	2	3
1	1-23	The Committee feel that the magnitude of the problem of Social Welfare is huge and the resources available are like a drop to the needs of millions which require more funds and a dynamic policy to ameliorate the distressing condition of the vulnerable section of the society in the country.
2	1-24	The Committee are distressed to note that Government have not been able to involve local people to the desirable level in implementation of the social welfare activities. They recommend that some serious effort should be made to develop contacts with the local experienced and devoted social workers with a view to involve them in meeting the increasing requirements of the Social Welfare projects.
3	1-27	The Committee agree with the views expressed that the Government of India being committed to a socialistic pattern of Society should have a Social Welfare Policy. They recommend that Government may consider this matter in all seriousness and formulate their Social Welfare Policy as early as possible. At any rate the Children Policy Resolution should be finalised expeditiously and concrete action initiated to implement it.
4	2-8	An eminent Social Worker represented that the staff in the Department of Social Welfare should not be allowed to stay at one seat for more than three years to obviate vested interest and stagnation in their thinking and approach to the Social Welfare

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Institutions. Another Social Welfare Organisation has urged that there should not be frequent changes in the interest of ensuring continuity and involvement in social projects. The Committee would like Government to examine the matter in detail and take remedial measures as necessary to inspire confidence in Welfare Organisations, institutions and general public in the objective and efficient functioning of the Department.

5            2·20        The Committee are constrained to observe that the Central Social Welfare Board has reduced itself to a sort of grant giving agency only and the grants given by them have remained stagnant in as much as all their money has been tied up in giving grants to the existing institutions only from year to year to the detriment of the new institutions whom they have failed to provide funds thus defeating the very objective of encouraging new institutions for which the Board was created.

6            2·21        The Committee would, therefore, recommend that the policy of giving grants to voluntary institutions by the Board should be reviewed keeping in view the following factors:

(i) That an institution should be given grant for about two to three years with a view to enable it to stand on its own feet and thereafter the grants may be reduced gradually; and

(ii) that atleast 20% of the moneys for grants may be earmarked for new institutions and new ventures with a view to encourage them.

7            2·24        The Committee hope that the standard pattern of accounting and maintenance of documents will soon be evolved by Central Social Welfare Board for the institutions concerned with a view to enable the Central Social Welfare Board and State Boards to exercise proper control over them.

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The Committee have been informed by the Secretary of the Central Social Welfare Board that there is a provision for the post of a Financial Officer in the Board; but they have not been able to secure the services of any such officer. The Committee are not aware as to how long this post is lying vacant; but they are of the opinion that a body like the Central Social Welfare Board which disburses grants to the tune of several lakhs of rupees should not remain without a Financial Officer for a long time. The Committee would urge upon the Central Social Welfare Board to take early steps to appoint a Financial Officer.

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2-29

The Committee agree with the view that the Central Social Welfare Board should tap other Sources to raise additional funds to meet the growing demand of the Social Welfare programmes and should not be solely dependent upon Government grants. They recommend that the Central Social Welfare Board and the State Boards may examine as to how best they can act as a bridge between the private parties and the public to raise more funds to achieve the desired goal.

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The Committee are unhappy to note the sorry state of affairs prevalent in the office of the Board as pointed out by Brigadier Pennathur in his report regarding attendance, the work done by supervisory staff and certain other irregularities and accepted by the Secretary to the Board during evidence. They regret that the Board did not implement the recommendations made by S.I.U. as early as 1965 and that their attitude towards the proposal of Government for further study of work load in the office by S.I.U. in 1970 was far from cooperative as they insisted that recommendations of S.I.U. should not be made binding on the Board, being an autonomous body. The Committee are convinced that the S.I.U. should be asked to examine the work load *vis-a-vis* the staff position in the office of the Central Social Welfare Board and to make concrete suggestions to effect economy and improve the

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		performance at all levels, as early as possible and the Board should agree to implement these recommendations.
11	2-41	The Committee are glad to note that the Refugee Handicrafts shop is showing profits year after year and that the balance sheet is being prepared according to commercial procedure.
12	2-42	They would like Government to examine if the activities of the Refugee Handicrafts Shop could further be expanded to help the sale of products of other units to the best interests of the persons for whom these Schemes are being run.
13	2-44	The Committee hope that every effort will be made by Government to attract more and more Government Departments and also large Organisations in public and private sector to give work to the Training-cum-Production Centres so that the destitute people towards whom Government have a moral obligation, continue to have an assured means of earning their livelihood. The Committee would also urge upon the Government to see that the Training-cum-Production Centres spare no effort to maintain and improve quality and offer competitive rates to attract more business.
14	2-46	The Committee would like Government to keep proper statistics about the number of people who get employment after getting training from the Social Welfare and Rehabilitation Directorate to enable them to come to correct conclusions while reviewing the progress made in regard to the training programme.
15	2-57	The Committee recommend that Government should find ways and means to persuade State Governments to establish proper statistical cells at the State level so that the statistical information on all India basis could be collected to enable the Bureau to assess the progress made in the implementation of various correctional schemes in States and to suggest



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		measures for further improvement in implementation of programmes.
16	2·58	The Committee need hardly stress that there is greater scope for intensification of efforts on the part of the Bureau in the fields of prison reform, prevention of juvenile delinquency, probation programme, prevention of beggary etc. and they hope that suitable remedial steps would be taken from time to time to achieve the desired results in all these fields.
17	2·59	The Committee would also like that Government should continuously study latest developments in these fields in other countries with a view to adopt such measures which are suited to our conditions.
18	2·63	The Committee note that in regard to Social Defence Legislation, the Central Bureau of Correctional Services has made some progress as a result of constant contact by the Bureau with the various agencies concerned. Some State Governments have framed Children's Acts and some of them have implemented them also. The Bureau is helping them in framing rules and setting up the field services like, Juvenile Courts, Remand Homes, Certified Schools and so on. The Committee, however, hope that further progress will be made by constant endeavours in this direction.
19	2·70	The Committee hope that the mutual exchange of information by India with foreign countries will be beneficial to all concerned and that the Central Bureau of Correctional Services will take the best advantage out of the existing facilities available, by undertaking a critical study of all the material with a view to encourage and adopt such measures as would reduce juvenile delinquency and strengthen social defence.
20	2·72	The Committee note that a Social Defence Journal is brought out by the Central Bureau of Correctional Services for free distribution to all States' Heads of Department's, members of the Central Advisory Board on Correctional Services

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		as also to the concerned agencies and persons. Besides, the Bureau also exchanges literature with Indian Council of Social Sciences Research, Council for Social Development, Indian Council for Social Work and other such agencies. The Committee would, however, like Government to evolve a procedure whereby they may undertake a periodic survey and evaluation of the achievements made in this regard.
21	2·76	In view of the high rent of Rs. 5,050/- per month being paid by the Institute for the three buildings in its occupation at present, the Committee would like Government to take an early decision in regard to the construction of their own buildings on the plot of land acquired in Hauz Khas, New Delhi.
22	2·86	In regard to involvement of local people in the Social Welfare Projects, the Committee would like to quote the statement made by the Additional Secretary, Social Welfare Department in connection with the question of raising of more funds for Social Welfare activities:—  “Here is the question of involving local people. On that I am afraid we are not too effective either in the Department or in the Central Social Welfare Board. There is possibility of some extra effort put in that direction. . . . .”
23	2·87	The Committee recommend that the Central Institute of Research and Training in Public Co-operation should evolve ways and means of encouraging people's participation in social work and give concrete suggestions for augmenting funds of social welfare through public contribution.
24	2·91	The Committee note that the cooperation of the State Governments is forthcoming both in the preparation of the plan for Social Welfare as well as for its implementation and that the programmes are being promoted within the funds made available for Social Welfare both in the Central and the State budget.

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25	2-92	The Committee would, however, like to refer to the observations made by the Government representative, during evidence, that there was a need of cooperation among voluntary organisations. They recommend that Government should evolve some method or machinery on a regular basis with a view to bring together the voluntary agencies concerned with a particular aspect of social welfare for mutual exchange of ideas and to coordinate their activities.
26	2-93	The Committee would also like to refer to the views of Government that the coordination of the services at the State level where the Department of Social Welfare is not adequately established and equipped becomes a real problem. The Committee would suggest that the Central Government may impress upon the State Governments the need for establishing well equipped Departments of Social Welfare, where necessary, with a view to bring in effective coordination and speedy implementation of various social welfare programmes at their level.
27	2-94	The Committee also hope that the Central Social Welfare Board which is the coordinating agency for the social welfare programmes should discharge its responsibilities more effectively.
28	3-4	The Committee agree with the view that voluntary organisations in India have played a pioneering role in the field of Social Welfare. Persons in distress of affected by natural calamities had always looked upon Voluntary Organisations and social workers for help and this had usually been forthcoming. Social Workers, who take up honorary work out of desire to serve, are the best choice to extend any social welfare services to remote rural areas.
29	3-5	The Committee note that the planning and execution of social welfare services sponsored by the Central Social Welfare Board in the rural areas are in the hands of Voluntary Workers devoted to the

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		<p>social welfare activities. The Committee, however, feel that there is scope for intensification of effort in this respect in the rural areas. The Committee would like Government to:—</p> <ul style="list-style-type: none"> <li>(i) undertake on a regular basis evaluation of rural social welfare programmes as also achievements made in respect thereof,</li> <li>(ii) work out the percentage of expenditure incurred on rural social welfare activities as compared to expenditure on administrative processes and maintain such information to help in arriving at correct decisions,</li> <li>(iii) maintain an account regarding the number of voluntary institutions working in rural areas which have become self-supporting or reduced dependence on Government help, and</li> <li>(iv) explore new dimensions of work in the existing field or new directions of social welfare activities.</li> </ul>
30	3·8	<p>The Committee are sorry to note that coordination between the Voluntary Organisations <i>inter se</i> and between the Voluntary and Government Organisations has been found to be very difficult in the absence of a regular machinery to do so. The Committee would like the Central Social Welfare Board to undertake this important role and hold periodical meetings at which Voluntary Organisations of an All India Standings, representatives of States and the Central Social Welfare Department might be invited to discuss common problems regarding Social Welfare activities and find agreed solutions to them. The Committee also recommend that Government may set up an All India Advisory Board on Social Welfare representing official and non-official organisations doing social Welfare Work.</p>
31	3·11	<p>The Committee are glad to note that a beginning has already been made by the Government to organise 'World Disabled Day'. In addition to this</p>

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		efforts be made to rouse interest of the State Governments in organising a National Social Welfare Week so as to create general public consciousness towards the Social Welfare activities and augment the resources available for such work.
32	3-14	The Committee feel that it is worthwhile to render assistance—Field Counselling—to the Voluntary Organisations who need it. The Committee note that a small Division in the Central Social Welfare Board <i>viz.</i> Field Counselling and Inspectorate Division has been recently set up to render such assistance. The Committee would like Government to evaluate the extent to which this Division is able to effectively assist the Voluntary Organisations in the field and take a decision in the light thereof to intensify/modify its activities.
33	3-49	The Committee do not agree with the suggestion made by some Social Welfare Organisations that grants be released in the beginning of the financial year in full as they feel that all the money cannot and need not be spent in the beginning of the year. They, however, agree that it is essential that the grants should be released in time to obviate financial difficulties of the Social Welfare Organisations. The Committee, however, feel that Central Social Welfare Board has been functioning for over ten years and one would naturally expect that the Board would have evolved by now a definite policy or a settled course of action or a few broad principles and priorities which would guide and enlighten its activities and programmes. The policy would naturally include some broad aims, objectives and the targets which the Board would endeavour to attain over a specific period of time; but the Board has not at any time explicitly enunciated such a policy, nor has it laid down any broad procedure of action. They, therefore, recommended that the question of releasing grant, in time, may be reviewed in depth by Government and a clear procedure laid down with a view to redress the grievances of the Voluntary Organisations who are getting grants-in-aid from the Government.

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4·19

The Committee agree with the observation that the needs of Indian children, like those of children elsewhere are related to the biological requirements of their growth, the social environment in which they are born and brought up and the expectations of adult life for which they are prepared. The family, as a social institution, is influenced by various social and economic forces in the society. The dynamic political, economic and social developments in the country are causing profound changes in the structure and composition of society throughout the country. The size of the population of children and mothers in our country is so vast and the needs so varied that any programme of welfare services that may be designed will call for its implementation a united effort of all concerned—Government, community and individual families. Unless a climate of cooperation is created for meeting the need of children and mothers all over the country, it would be almost impossible to meet the challenge of providing an adequate programme for the welfare of Indian Children. The nation has no doubt made progress in many spheres since independence, but even now the families of less privileged sections of the society e.g., landless labourers forming one third of the total rural population, the tribals, the migrators, urban labours etc. are not in a position to provide the care and security needed for the normal growth of their children. The families in the cities are experiencing social and economic change as a result of urbanisation. Besides, industrial development in urban areas has been accompanied by emergence of slums, exposing the families living in these areas to conditions which are detrimental to the healthy growth of children. The slums create conditions for the spread of delinquency and destitution among children living in them. The Committee would like to recommend that effective steps should be taken by Government to provide the required services to meet the needs of the families of the less privileged sections of the society on a priority basis.

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35	4-20	<p>The Committee note that upto now 175 Family and Child Welfare Projects have been established in different parts of the country. The budget provision for the total programme for 1967-68 was Rs. 6.13 lakhs, for 1968-69 it was Rs. 6.20 lakhs; for 1969-70 it was Rs. 100 lakhs and for 1970-71 it was Rs. 1.40 crores. In addition to that the UNICEF also gave grant for this programme. In view of the fact that the recommendations of the Evaluation Committee have been examined by the Department of Social Welfare and accepted in principle and that they have been passed on to the Central Social Welfare Board for implementation, the Committee have no doubt that Government would keep a keen watch to see that the recommendations of the Evaluation Committee are implemented in letter and spirit.</p>
36	4-27	<p>The Committee are happy to note that a provision of Rs. 4 crores had been made in the Budget for 1970-71 to supplement the existing schemes for school-feeding and the like to meet the nutritional requirements of children of the age group 0-3 in tribal development blocks and in city slums. The Committee agree with the view that better nutrition ensures a healthier, more vigorous and therefore more productive nation and that this goal is within our grasp if only people are educated on the need to change their eating habits. Cheap vegetable foods which are readily available in villages or which can be cultivated easily, can provide all the calories, proteins, vitamins and other protective elements which the human body needs. What is needed is a concerted effort in which not only Government departments like those of Social Welfare, Food and Agriculture and Community Development but also non-official organisations join.</p>
37	4-28	<p>In regard to the schemes for school-feeding and the like, the Committee are sorry to note that some of the States have shown lukewarm interest. They hope that the Central Government would ultimately be able to persuade the State Govern-</p>

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ments concerned to implement the nutrition programme with interest and enthusiasm. They feel that the problems of Calcutta, Madras, Bombay and Delhi should receive special attention and specific clear-cut scheme should be chalked out which may serve as models. These towns have also well-established State owned Dairy Schemes and these should be suitably drawn upon for implementing the Nutrition Programme for Children.

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4.44

The Committee agree with the view that the handicapped persons after struggling for years to attain proficiency in various fields find their disability an almost insurmountable hurdle in the way of employment. A few who have been fortunate to get jobs on the basis of their qualifications also complain that full justice is not being done to them. Despite their bright academic career, they find themselves handicapped by the stigma attached to them. The Committee feel that this problem cannot be solved by legislation alone. The social consciousness of the people has to be roused to help the handicapped to regain their confidence and earn their livelihood to lead meaningful life in the society.

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4.45

The Committee would like to emphasise development skills which would make a handicapped person a productive unit. They would also like Government to impress upon the employers, particularly those in the Public Sector, the desirability to show consideration for the handicapped by carefully classifying the jobs where they would be usefully employed and to give them adequate opportunity to prove their worth.

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4.46

The Committee are happy to note that artificial limbs and other equipments for handicapped are being supplied at concessional rates and even free by some of the State Governments to those who do not have resources to pay for them, the criteria being the income. The Committee hope that the remaining State Governments will also

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extend similar facilities to the handicapped. The Central Government also, on request, sanction funds from the Minister's Discretionary Fund to enable the handicapped people to get the artificial limbs as also some financial help. The Committee suggest that such benevolent provisions should be given wide publicity throughout the country so that the really needy may avail of this facility.

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4-51

The Committee are distressed to note that in India, at present, educational opportunities are available in 70 schools only to about 0.01 per cent of mentally retarded children. The Committee would like Government to encourage establishment of new schools and expansion of the existing ones to meet the pressing requirements of handicapped children. The Committee would also like Government to arrange for evaluation of such schools and schemes urgently by experts so that necessary improvements could be effected in the light of experience gained.

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4-54

The Committee agree with the view that it is high time that some beginning is made to establish a modicum of social security for handicapped sections of the society specially the aged. The Committee note that this matter has been examined in the Planning Commission as well as in the Department of Social Welfare but in view of the limited resources available for social welfare in the Development Plan and also in view of the importance of giving priorities to the child welfare services, it has been decided by Government to postpone the inclusion of the programme of old age assistance to future development programmes. The Committee would, however, like to suggest that if possible, a beginning might be made now, even on a pilot basis, so that some relief is provided to the very old people who have no family members to support them and necessary expertise gathered to evolve and implement a more extensive programme, as resources become available.

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| 43 | 4·62 | <p>The Committee are happy to note that the programme for the Pre-Vocational Training introduced for those students who cannot continue their education after primary school is receiving attention of Government, in as much as the recommendations made by the Study Team on Pre-Vocational Training Programme have been accepted in principle by the Department of Social Welfare and that they have also been communicated to the concerned Ministries at the Centre as well as to the Departments of Education/Technical Education of the State Governments concerned. The Committee would like Government to see that some of the important recommendations mentioned in para 4·60 of this Chapter are implemented as early as possible.</p>  |
| 44 | 4·63 | <p>The Committee feel that since the programme is in a nascent form, a closer watch should be kept so that it can be reoriented as necessary in the light of experience. The Committee also note that as the avaluation of the Pre-Vocational Training Programme which was introduced in 1963, has been done by the Study Team in 1968 (i. e., after an interval of 5 years) and that at present there is no proposal for further revaluation. The Committee feel that in the interest of learning from experience and effecting improvements is essential that such programmes are evaluated at regular intervals, which should in any case not exceed five years. In particular, the Committee would like Government to pay sustained attention to resolving problems of youth who "drop out" of schools at a young age so that they grow up into useful citizens of the country.</p> |
| 45 | 5·9  | <p>The Committee regret that on the one hand Government stated that on account of inadequacy of resources they were so far concentrating on the development of pilot services for four major categories of handicapped persons, on the other hand there has been shortfall in the utilisation of the total provisions made for the education, training and rehabilitation of the handicapped persons in the</p>   |

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		years 1966-67, 1967-68 and 1968-69. The Committee hope that due care will be taken, in future, to ensure that the money which is made available for social welfare Schemes, is utilised to the full extent.
46	5·10	The Committee would, however, like government to consider the feasibility of developing national centres for each group of handicapped in different parts of the country and these should be established in such a way that from here necessary staff, necessary equipment and necessary know-how could be made available to smaller centres. It is also considered necessary that each national centre should have a Research Unit in specific field of rehabilitation programme. There should also be a regular Teachers-Training Programme on a regular basis, and the National Centre should be able to provide trained staff to small Centres.
47	5·13	The Committee are happy to note the various activities of the National Centre for the Blind. The Committee hope that it would be possible for Government to expand the National Library for the Blind; the development of a school for partially-sighted children; expansion of the sheltered Workshop; and addition of a section in the National Centre for training of the blind in agricultural and rural crafts, as early as possible for the benefit of the blind persons.
48	5·18	The Committee note the activities of the Training Centre for the adult deaf, Hyderabad as also the School for the partially deaf children, Hyderabad. In the School for the partially deaf children available accommodation is for 50 children but at present there are only 20 students on the roll, inspite of the fact that it provides free boarding, lodging, tuition and clothes to those children, the income of whose parents is below Rs. 500/- per month. The Committee would like Government to review the position to find out the causes for the less number of students and take remedial action.

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49	5-20	The Committee agree with the view that the orthopaedically handicapped constitute one of the largest groups of the handicapped persons and they feel that Government should have set up a comprehensive institution for this category of persons, by now. The Committee hope that the Committee appointed by Government to suggest the blueprint of a comprehensive national centre for the orthopaedically handicapped would submit their report early and the Government would take decisions thereon to implement them expeditiously.
50	5-23	The Committee note the activities of the Model School for the Mentally Deficient Children, New Delhi. They would like Government to consider the feasibility of expanding this School so that more and more mentally retarded children could benefit.
51	5-29	<p>The Committee note that as the Scheme of Scholarships for the physically handicapped has gained momentum, a large section of the handicapped persons are being benefited. The Committee also note that the applications for scholarships are initially screened by the State Governments and then forwarded to the Department of Social Welfare with their recommendations. Final selection is made by the Central Selection Committee consisting of official and non-official members including Medical Specialists. They would, however, like to stress that</p> <p>(i) In the Selection of candidates for scholarships, due care should be exercised to ensure that the affluent handicapped do not in any way prejudice the claims of the poor and needy handicapped for Scholarships.</p> <p>(ii) Assistance should also be given to those who are in need of special equipment like a wheel-Chair, an artificial limb, calipers or writing-devices, or arthopaedic shoes, etc.</p>

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		(iii) The Scholarship amount should be spent on those handicapped children who due to lack of funds at the disposal of the parents are not in a position to send their children for their treatment, training and education, etc.
52	5-34	The Committee are glad to note that nine Special Employment Exchanges for the physically handicapped have been set up in different parts of the country; but seeing the magnitude of the employment problem of the physically handicapped, this number appears to be insufficient.
53	5-35	The Committee would like Government to examine— <ul style="list-style-type: none"> <li>(i) the working of the existing nine Special—Employment Exchanges to see how many handicapped persons were registered and out of them how many were provided employment according to their academic qualifications; what special efforts have so far been made by these Exchanges to find out employment for physically handicapped person; and in what way the working of the existing exchanges (as also the new ones to be set-up) could be stream-lined to achieve the desired goal.</li> <li>(ii) opening of special Employment Exchanges in each region and Metropolitan towns of Delhi, Madras, Bombay and Calcutta.</li> <li>(iii) the progress made by all these Exchanges, every year,</li> <li>(iv) the necessity to intensify research programme and</li> <li>(v) the development of skills by the handicapped.</li> </ul>
54	5-36	The Committee would also like the special Employment Exchanges to maintain a close coordi-

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nation with the Central Social Welfare Board and all the National Centres for the handicapped persons established all over the country.

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6·16

The Committee agree with the view that the growth of social services is necessarily a slow process. Its principal limitations relate to the financial resources available and resources which can be spared for social services ; lack of trained personnel and of organisations devoted to social welfare; and lack of reliable data pertaining to social problems. The Committee, however, feel that even to ensure economic development, social development has to be carried out hand-in-hand. They also feel that increasingly, instead of being merely institutional, welfare services will have to be community and family—oriented. Preventive services should continue to play an important role. Mental hygiene services like student and youth counselling, child guidance clinics and marriage counselling deserve special emphasis. As these services develop, greater need is felt for trained personnel. With large numbers of voluntary organisations employing paid personnel, it is very essential to standardise their training and to establish suitable norms of salaries and other terms and conditions of service. There is also greater need for providing orientation and training for voluntary welfare workers. Voluntary organisations should be encouraged through financial assistance to promote needed welfare services in areas where they do not exist and also to initiate new welfare services not hitherto undertaken. A stage has reached in the development of welfare services, when, for the better utilisation of the available resources and improvement in the quality of the services offered, it is essential that the various Government agencies concerned, both at the Centre and in the States, achieve a larger measure of coordination among themselves. It is also essential that voluntary organisations among themselves develop along specialised lines, each selecting a limited area of activity in which its workers

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		gain experience and intimate knowledge of the problems. Greater emphasis should be laid on the strengthening of voluntary organisations through nucleus staff of trained workers who can be maintained as part of a total social service and can act as effective catalyts for getting the best out of the available human resources. Besides strengthening institutions and centres already established the future programmes for women and children should be so organised that similar services could become available on a continuing basis in all rural areas.
56	6·17	The Committee are not happy to note that low priority has been given to the social welfare programmes in the Five Year Plans and even what is provided under the social welfare head gets diverted elsewhere.
57.	6·18	The Committe are, however, happy to note that in the event of UNICEF or PL-480 giving funds to further social welfare programmes, it would be possible for the Central Social Welfare Department to expand the organisation and utilise the funds without difficulty.
58	7·8	The Committee note that Government are running 18 Training-cum-Production Centres which offer training in handicrafts, tailoring, embroidery, knitting, weaving etc., and the production wings attached to these centres provide work to the women, helping them to earn a livelihood or supplement their incomes. Besides, the Social Welfare and Rehabilitation Directorate in also running three types of training courses.
59	7·9	The Committee also note that all the field staff and many members of the staff in the office of the Central Social Welfare Board have undergone orientation courses in the field of Social Welfare and that the Board has taken steps to organise orientation courses, with the help of schools of Social Work, for the officers and the staff who have not been trained. Besides, emphasis is also being laid

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by the Board in the "Recruitment Rules of the Board" which are under preparation for proper trained personnel. Orientation courses and training courses have also been organised for the members of the State Boards and superintendents/organisers of the Voluntary Organisations at the Central Institute of Research and Training in Public Cooperation, Delhi.

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The Committee note that there are not adequate facilities to train personnel at policy, planning and research level. The Committee are of the view that Government should evolve an overall policy, laying down priorities for the types and levels of social workers required and prescribe essential qualifications for them. As far as the Scheme of the Central Social Welfare Board of inservice training for the employees or workers of voluntary organisations is concerned, it needs to be intensified. Besides, the training of personnel for Border Areas and Tribal Areas is concerned, the programme should receive special attention so that the social work in these areas can meet the needs of those regions. It is also felt that with the increased emphasis now being given to the counselling services, the Orientation Courses on Field Counselling for the field inspection staff attached to the State Boards as also some of the programme staff of the Central Social Welfare Board, has assumed greater importance. The Committee would like Government to follow up and improve the quality of these courses in the light of experience gathered and difficulties encountered and also to develop capacity among the field personnel to attract and sustain public cooperation.

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7-11

The Committee note that some Voluntary Organisations do not find it possible to employ sufficient number of trained personnel as they do not have the resources to meet high salaries to be paid to such trained personnel. They recommend that Government should assist voluntary Organisations to have trained personnel.



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62	7·21	<p>The Committee note that Government have set up a Standing Advisory Committee on Social Welfare Research and that they have made certain important recommendations and that the Social Welfare Department proposes to undertake research programmes, accordingly. The Department has also provided, a total sum of Rs. 14.50 lakhs for the training programmes for the remaining three years of the Fourth Five Year Plan. The Committee would, however, like Government to see that :—</p> <ul style="list-style-type: none"> <li>(a) The money allotted for Research is adequately utilised in developing research programmes for Social Welfare.</li> <li>(b) Coordination is maintained with other agencies who are engaged in similar research work on social welfare.</li> <li>(c) Suitable research institutes may be selected on zonal basis with a view to help them in carrying out research work by providing them necessary financial aid and nucleus of research staff on long term basis.</li> <li>(d) Research should also be carried on the problems of Welfare in the Border Areas and Tribal Areas.</li> <li>(e) Research in hearing and other aids needed by handicapped should also be intensified.</li> </ul>
63	7·26	<p>The Committee note that wide publicity is given to the Social Welfare Programmes through the Press, Radio and sometimes even through television. Besides, a number of publications are also brought out by the various agencies connected with the Social Welfare activities at all levels viz. Centre, States and Voluntary Organisations.</p>
64	7·27	<p>The Committee are, however, sorry to note that the publicity arrangements existing in the office of the Central Social Welfare Board are inadequate. They feel that the publications and Public Relations Division in the Board's office may be reorganised</p>

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and the additional staff, if considered necessary, may be found out from other Departments of the Board where they may be surplus.

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7·28

The Committee would like Government to take concrete steps to:—

- (a) rouse public consciousness towards Social Welfare activities.
- (b) bring out literature to meet requirements of the workers in the field etc. of the Voluntary Social Welfare Organisations,
- (c) bring out publications—magazines, books etc. on social welfare which may be suited to the Indian environments.
- (d) bring out Documentaries and Television shows on Social Welfare.
- (e) broadcast features on All India Radio on Social Welfare.

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8·5

The Committee agree with the view that there is a great significance in the concept that treatment of offenders is not achieved by confinement to prisons alone but a great deal of social planning including specific services aiming at a study of human motivation are involved.

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8·6

The Committee would also like the Government to impress upon the States to give higher priority to the Social Defence measures and keep a watch over the progress made in this regard. At the same time they would like to emphasise that this problem requires tackling at a national level by coordinating the efforts made by State individually and drawing up concrete programmes on the basis of the experience gained and results achieved for implementation at State levels.

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8·28

The Committee agree with the view that it is very necessary to ensure that proper precautions are exercised against exposing child offenders to the company of hardened criminals. The Committee note that

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the Children's Acts have by now been enacted by all the States except Jammu & Kashmir, Nagaland and Orissa. The Committee would like the Central Government to pursue the matter with these States so as to have enacted early legislation for dealing with juvenile delinquents.

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8-29

Considering that the problems of children are basically the same the Committee recommend that the following action may be taken at an all India level to bring uniformity and cohesiveness in the treatment of problems of children :

- (a) Some system may be devised by which there is constant exchange of ideas and views with the State Governments which are concerned with the management of Childrens' institutions with a view to evolve some basically accepted norms for running such institutions.
- (b) Meetings of Senior officers and other supervisory and specialised personnel may be held at all India level at regular intervals with a view to exchange ideas on current thinking and problems of children and to codify the basic requirements in the form of certain guidelines useful for all the States.
- (c) As supervision and inspection play important role in the implementation of Children Act, Government may examine the feasibility of laying down basic minimum qualifications of the inspectors and supervisors in terms of academic degrees, specialisation and field experience. There should also be evolved managements for running regular courses, seminars etc. so that those handling correctional institutions for these young delinquents are equipped with latest knowledge. No pains should be spared to infuse in these supervisors a spirit of sympathetic understanding so that they may so supervise and run the correctional institutions as to wear away the young delinquents from unhealthy influences.

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8-45

The Committee note that as the absence of statistics comes in the way of proper planning and services not only in the field of social defence but in the larger field of Social Welfare, Government have already made efforts to establish a Social statistical cell at the Central level and that during Annual Plan discussions efforts are continuously being made to persuade the States to provide funds for establishment of social statistical units at the State level in the Departments of Social Welfare. The Committee hope that Government will continue to make efforts to see that the Social Statistical Cell at the Centre as also such units in the States are put on proper footing, where established, and set-up where not already done so far.

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8-46

The Committee would like Central Government to take early action to bring forward comprehensive legislation to amend the Prison Act, 1894, Prisoners Act, 1900, Transfer of Prisoner's Act, 1950, Indian Lunacy Act, 1912, and Borstal Schools Act as recommended by the All India Jail Manual Committee (1957-59) and in the light of experience gained so far in administration of these Acts and to meet the changing needs of the Society.

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8-50

The Committee recognise that the problem of prostitution is a complicated one involving various factors including poverty, ignorance, social customs, neglect of social relations etc. Affluency also contributes to further spread of prostitution in metropolitan cities and industrial cities, in different forms. They also agree that the education of the public against danger of prostitution and the anti-social effect thereof is basic to check the spread of prostitution. The Committee would like Government to take all possible steps to educate the masses to check this social evil.

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8-51

The Committee would urge upon Government to finalise their decisions on the recommendations by the Suppression of Immoral Traffic Act Amendment Committee to make the existing Act more effective

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in curbing this evil practice and to bring forth an amending bill before Parliament at an early date.

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8-55 The Committee agree with the view that one of the greatest problems that our country is facing today is that of beggary. It has assumed menacing proportions in all major cities and specially the tourist centres and places of pilgrimage. It will not be advisable to launch on a comprehensive programme, in this respect, without the necessary legislative framework, administrative machinery, experienced personnel and effective public cooperation. With a view, however, to creating the required social attitude against beggary, the Committee would like Government to examine the desirability of amending the Indian Penal Code so as to deter the able-bodied persons who take to begging wilfully and professionally; and that begging is no longer looked upon as a socially accepted and tolerated way of life. The Committee would also like Government to persuade the States and Union Territories to ban, by legislation, begging at the tourist centres and places of pilgrimage, immediately.

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9-19 The Committee note that the aid received from the UNICEF is distributed by the Government of India in accordance with the approved plans of operation through the agencies or channels mutually approved, from time to time, by the Government of India and the UNICEF.

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9-20 The Committee are glad that the Government of India ensure that the supplies and equipments received in aid are dispensed equitably on the basis of need and that the bulk of UNICEF assisted programmes in the field of health, vocational training, nutrition, social welfare, etc., are located in the rural areas where their need is the greatest.

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9-21 The Committee note that in 1970-71, a project was being prepared for introducing an integrated service for children and youth in urban areas. The Committee feel that with the increasing migration

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		from rural areas into urban, it is of utmost importance that welfare services for children and youths particularly in industrial and slum areas are provided in a systematic manner. The Committee would like Government to finalise the Project at an early date, implement it on pilot basis in selected areas and in the light of experience gained, extend its implementation on a wider scale.
78	9-22	The Committee also attach great importance to the applied nutrition programme for children coming from the vulnerable section of society. The Committee feel that the implementation of coverage under the programme should be extended with the willing co-operation of the State and local governments, to cover larger number of children so that they have a fair chance of growing up as healthy citizens.
79	9-27	The Committee agree with the view that it might be useful to hold an annual Conference of (i) those eminent persons who are fully involved in Social Welfare activities, (ii) the representatives of the Social Welfare Organisations having an All India standing and (iii) The Central Social Welfare Board so that they may discuss common problems and evolve agreed solutions. They should also review the achievements as compared to the targets and suggest concrete measures to improve the performance.
80	9-28	Reasonable representation should also be given, on these Conferences, to technical and field workers who have first hand experience of problems and would be mainly instrumented in implementing the programme. Such a Conference could appropriately be convened by the Department of Social Welfare.

## APPENDIX—II

(Vide Introduction)

### *Analysis of Conclusions/Recommendations contained in the Report*

#### **I Classification of Recommendations**

A. Recommendations for Improving the Organisation and Working :—

S. Nos. 2, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 22, 23, 24, 25, 26, 27, 29, 30, 31, 32, 33, 40, 42, 43, 44, 45, 46, 47, 48, 52, 53, 54, 55, 56, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 78, 79, 80.

B. Recommendation for Effecting Economy :—

S. No. 21

C. Miscellaneous Recommendations :—

S. Nos. 1, 3, 28, 34, 35, 36, 37, 38, 39, 41, 49, 50, 51, 57, 75, 76 and 77.

#### **II Analysis of Recommendations directed towards Economy**

Sl. No.	S. No. as per Summary of Recommendations—Appendix-I	Particulars
1	2	3
1	21	In view of the high rent of Rs. 5,050/- per month being paid by the Institute of Research and Training in Public Cooperation for the three buildings in its occupation at present, the Committee would like Government to take an early decision to construct their own buildings on the plot of land acquired in Hauz Khas, New Delhi. *