

**ESTIMATES COMMITTEE**  
**1957-58**

**TWENTY-THIRD REPORT**

**(SECOND LOK SABHA)**

**MINISTRY OF EDUCATION AND SCIENTIFIC  
RESEARCH**

**CENTRAL SOCIAL WELFARE BOARD**



**LOK SABHA SECRETARIAT**  
**NEW DELHI**  
*April, 1958*

## C\_O\_R\_R\_I\_G\_E\_N\_D\_A

### TWENTY-THIRD REPORT OF THE ESTIMATES COMMITTEE ON THE MINISTRY OF EDUCATION AND SCIENTIFIC RESEARCH - CENTRAL SOCIAL WELFARE BOARD.

Page 9, para 30, table, State Social Welfare  
Advisory Boards - for "1,44,974.00" read  
"1,44,973.00" and for "3,93,247.95" read  
"3,93,247.96".

Administration - for "3,73,540.82" read  
"3,73,540.80"

Page 9, para 30, last line; for "including"  
read "included"

Page 10, para 35, line 9; for "wokers" read  
"workers"

Page 17, para 54(iv), line 2; for "Literary"  
read "Literacy"

Page 19, para 57(vi), line 1; for "me" read "be"

Page 20, para 58, line 11; delete "of" before  
"project"

Page 22, para 69, line 3; for "bena" read "been"

Page 22, para 70, heading; for "organisation"  
read "organisations"

Page 26, para 85, line 5; for "bisis" read "basis"

Page 31, para 100, line 4; for "Seminars"  
read "Seminars"

Page 33, para 104, Category 3, line 3; for  
"tions, assistance will be given for the full  
five year period to each" read "suitable  
grant will be given for a period of full five  
years to each"

Page 34, para 107, line 3; for "copy of" read  
"copy to"

Page 34, para 107, line 6; for "organisations"  
7 read "organisation"

Page 34, para 107, line 9; for "on" read "or"

Page 36, para 114, line 12; for "nad" read "and"

Page 38, para 122, line 8; for "Boards" read  
"Board's"

Page 62, col.4, line 4; for "53" read "153"

Page 67, heading (6), line 2; for "Uraban"  
read "Urban"

: 2 :

Page 68, last line; for "~~Organistion~~"  
read "Organisation"

Page 72, S.No.3, line 16; for "~~then~~" read  
"than"

Page 76, S.No.17; delete "2" before "(iv)"

Page 77, S.No.17(viii), line 3; for "~~certifictes~~" read "certificates"

Page 79, S.No.20, line 21; delete ", " after  
"pilot"

Page 82, S.No.31, line 1; for "committee" read  
"Committee"

Page ~~83~~, S.No.35, line 4; for "We fare" read  
"Welfare"

Page 83, S.No.35, lines 5-6; for "Clommunity"  
read "Community"

Page ~~85~~, S.No.41, line 8; for "poeple" read  
"people"

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1957-58

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\*Ceased to be member with effect from 2nd April, 1958.

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**Shri S. L. Shakhder—*Joint Secretary.***

**Shri H. N. Trivedi—*Deputy Secretary.***

**Shri R. P. Kaushik—*Under Secretary.***

## INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Twenty-third Report on the Ministry of Education and Scientific Research on the subject 'Central Social Welfare Board'.

2. The Committee wish to express their thanks to the Secretary and other Officers of the Ministry of Education and Scientific Research for placing before them the material and information that they wanted in connection with the examination of the estimates.

NEW DELHI ;  
*The 23rd April, 1958.*

BALVANTRAY G. MEHTA,  
*Chairman,*  
*Estimates Committee.*



## 1. INTRODUCTORY

Social service in the sense of rendering help to the poor, the sick and the otherwise helpless sections of the community has a long tradition in India. The giving of alms, the feeding of the destitutes, assisting all in calamities and showing good neighbourliness have been practised as a part of religion from times immemorial. Besides, there have been social institutions in the shape of '*dharmashalas*', '*sadavratas*', '*panjarapols*', way-side inns and houses for the benefit of the destitutes, the poor, the orphans, etc. The strongest of all the social institutions has, however, been the institution of joint family to look after the old, the invalids, the widows etc.

2. In the recent past, the industrialisation in the urban areas and the abject poverty in the rural areas have considerably undermined and weakened the institution of joint family. In the wake of this change, new problems of destitution, drinking, exploited childhood and womanhood, poverty, unemployment etc., have come up throwing a new challenge to the society. A suitable reorientation to the old concept of social welfare and obligations has had, therefore, to be given to meet the changed conditions of life which has created social problems on a large scale.

3. As the old institutions proved inadequate to meet the needs of the time, new social institutions like the Brahmosamaj, the Ramakrishna Mission, the Arya Samaj, the Christian Missions, the Theosophical Society, the Paramahansa Sabha, Sarvajanik Sabha, Arya Mahila Samaj, Prarthana Samaj, Anjuman-i-Himayat-i-Islam etc. came into existence in the 19th Century. These institutions were essentially religious in origin and character but did serve the poor and the needy. The Christian Missions extended their activities to the field of education and the care of orphans, destitutes and handicapped by establishing schools, hospitals, dispensaries and orphanages. The subjects that attracted the minds of the reformers in those days were generally religion, status of women, abolition of caste, age of marriage, widow remarriage, removal of the weaknesses of the joint family system and the shedding of the extraneous impurities that had entered into the social life in the name of religion.

4. In the early years of the 20th century, the Servants of India Society was established by Gopal Krishna Gokhale who was the first Indian to establish an organised social service for the whole country. Gandhiji gave a great fillip to the ideals of social service and he introduced the concept of social uplift along with the political activity. Lajpat Rai followed this up by instituting a fellowship of life-workers in the form of Servants of the People Society in the early twenties. Advent of freedom, passing of the Constitution of free India with its Directive Principles and adoption of a 'Welfare State' as the objective, have given great importance and a sense of urgency to social welfare

measures on a national scale. This sense of urgency has been heightened further due to the adoption of the socialist pattern of society as the goal.

6. The Prime Minister in a foreword to the book "Social Welfare in India" stated:—

"As I look through the table of contents of this book, I find so many subjects in it which interest me greatly. Indeed, every-one of them is important in its own way. If I may be allowed to lay greater stress on some, they would be the welfare of children, the status of women and the welfare of the tribal and hill people in our country. Children, I think, all over India should have the first claim on us, because they represent the India of Tomorrow. The women of India have a background of history and tradition behind them which is inspiring. It is true, however, that they have suffered much from various kinds of suppression and all these have to go, so that they can play their full part in the life of the nation.

"The people of the tribal areas and the hills attract me greatly and deserve our very special care. I am anxious that they should advance, but I am even more anxious that they should not lose their artistry and joy in life and the culture that distinguish them in many ways."

6. The field of social welfare was surveyed by the Planning Commission which held that the aim of social service in the past was essentially curative and efforts were directed towards relief for the handicapped and the uplift of the under-privileged sections of the society and that it was now essential to maintain vigilance over weaknesses and strains in the social structure and to provide against them by organising social services. In the past, the major share of responsibility for organising activities in different fields of social welfare, like welfare of women and children, social education, community organisation etc., naturally fell on private voluntary agencies which worked in their humble way without adequate State help with their own leadership, organisation and resources.

7. The Planning Commission, however, rightly observed that as the social structure became more complex, the State was called upon to play an increasing role in providing services for the welfare of the people. The Commission also expressed the view that the Central Government, the various State Governments and the local self governing bodies, each in its own sphere, had to ensure that they had at least the minimum administrative machinery for dealing with social problems.

8. The Planning Commission made a provision of Rs. 4 crores in the First Five Year Plan with the object of giving assistance to voluntary social welfare organisations throughout the country to maintain and develop their existing programmes and to dovetail them into the

general pattern as laid down in the Plan. This was considered necessary because public co-operation and the enthusiasm of voluntary workers in particular had a very large part to play in the fulfilment of the Plan. The Planning Commission, therefore, recommended the setting up of a Central Board with a great deal of administrative authority and predominantly composed of non-officials having actual experience of field work in promoting voluntary welfare activities. This, the Commission felt, was necessary to co-ordinate the programmes of various agencies so as to guide them into broad streams and bring added strength and intensity of purpose to welfare activities.

9. The Government of India accordingly set up, by a Resolution, an autonomous Central Social Welfare Board in August, 1953 consisting of representatives of social welfare organisations, Members of Parliament and representatives of the Ministries of the Government of India actively concerned with the social welfare programme. A copy of the Resolution is given as Appendix I.

10. The functions of the Board are generally to assist in the improvement and development of social welfare activities and in particular:—

- (a) to cause a survey to be made of the needs and requirements of social welfare organisations;
  - (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 the Central and State Governments;
  - (d) to promote the setting up of social welfare organisations on a voluntary basis in places where no such organisations exist; and
  - (e) to render financial aid, when necessary, to deserving organisations or institutions on terms to be prescribed by the Board.
-

## II. ORGANISATIONAL SET UP

### A. Central Social Welfare Board

11. The Central Social Welfare Board was initially constituted in 1953, for a period of one year with Shrimati Durgabai Deshmukh as Chairman and 10 other members—6 non-officials, including one member of Lok Sabha and one member of Rajya Sabha, and 4 officials representing the Ministries of Education, Health, Finance and Labour. The Board was re-constituted in 1954 for a further period of two years and again in 1956 for a period of one year. In 1957, the Board was reconstituted again for a further period of two years. The present composition of the Board is given in Appendix II. *The Committee suggest that there should be two members from the Lok Sabha and one member from the Rajya Sabha in the Central Social Welfare Board.*

12. The Board functions more or less as an autonomous body under the general administrative control of the Ministry of Education and Scientific Research and has held 19 meetings since its inception during the period of about five years. There is a Standing Committee consisting of the Chairman of the Central Social Welfare Board, the representative of the Ministry of Education, the representative of the Ministry of Finance who is the Treasurer of the Board and two non-official members of the Board nominated by the Chairman for management of all the affairs and funds of the Board within limits and terms prescribed by the Board. *The Committee suggest that the two non-official members should be elected by the Board instead of being nominated by the Chairman.*

13. The Board at its first meeting on 13-8-1953, decided to include the following items of social welfare work in its programme in order of priorities:—

1. Welfare of Children
2. Welfare of Women
3. Welfare of Handicapped
4. Family Welfare
5. Community Centres in rural and urban areas
6. Training and research in social welfare

14. The Committee enquired from the representative of the Ministry of Education whether it was not now desirable to place the Board under the general administrative charge of the Ministry of Community Development instead of its being under the Ministry of Education. The representative stated that since all work, pertaining to social welfare as well as voluntary institutions like the All India Conference of Social Work, All India Women's Conference etc., was

under the Ministry of Education, the Cabinet decided after careful consideration that the Central Social Welfare Board should also be under the same Ministry. Secondly, the Central Social Welfare Board, apart from giving grants and dealing with the welfare extension projects, also dealt with the establishment of after-care homes and urban welfare projects in close collaboration with the Ministries of Home Affairs and Commerce and Industry respectively. So, the Welfare Extension Projects work was one of its many functions for which it worked in close co-operation with the Ministry of Community Development. For other activities it worked in co-ordination with other Ministries and there was no overlapping or duplication of work.

15. At present, there is a certain amount of overlapping of effort between the Board and the Community Development Organisation. Both have their separate fleets of jeeps; both have their own community centres, both have their own Gram Sevikas, trained *dais* and dispensaries. Further, with the decision to start Welfare Extension Projects in Community Development Blocks, the position would be that the welfare work for women, children and the handicapped will be done in Community Development Blocks by the Central Social Welfare Board whereas the other development work will be done by the Ministry of Community Development.

16. The Ministry of Community Development has been taking overall interest in the matter of rural development work and has set up various machineries in connection therewith. They are also doing welfare work for women and children which is also being done by the Central Social Welfare Board at its centres. Between the two Ministries, (*viz.*, the Ministry of Education and the Ministry of Community Development) some agreement has been arrived at for co-ordinating the two aspects. Even then the matter remains within the purview of two separate Ministries. Hence, some sort of overlapping is bound to occur and even with regard to policy matters, there might be some delay in arriving at decisions or implementing them. *So the Committee suggest that, that part of the Central Social Welfare Board's work which relates to rural development especially with regard to women and children should be in the charge of one Ministry (viz., the Ministry of Community Development) rather than two. The Ministry of Community Development will, of course, continue to utilise the machinery of the Central Social Welfare Board for this work in the rural areas.*

### **B. State Social Welfare Advisory Boards**

17. The Central Social Welfare Board adopted a resolution in 1954 for the formation of State Social Welfare Advisory Boards to help it in planning and effectively implementing the schemes sponsored by it in the respective States.

18. Accordingly, the State Social Welfare Advisory Boards have been set up by the State Governments and are composed of, on an average, ten members each, out of whom two or three are officials of the State Government, including usually the Development Commis-

sioner. The rest are local non-official social workers. Fifty per cent of the members are nominated by the Central Social Welfare Board, while the rest are nominated by the respective State Governments. The Central Social Welfare Board invites a panel of names of social workers from the Chief Minister of a State and the names of the Board's nominees are decided by the Chairman of the Central Social Welfare Board. While selecting the non-official members, care is taken to see that they are voluntary social workers of good standing and are willing to devote sufficient time to the work. The Chairmen of the State Boards are appointed by the Chief Ministers of the States in consultation with the Chairman of the Central Social Welfare Board. The Chairmen are prominent women social workers and are chosen mainly for their standing and record of social service.

19. The State Boards function as advisory bodies to the Central Social Welfare Board and their main activities are the following:—

- (i) recommending applications of voluntary welfare agencies for grants-in-aid;
- (ii) execution of the welfare extension projects scheme in rural areas;
- (iii) execution of the family welfare scheme in urban areas; and
- (iv) co-ordinating the activities of voluntary welfare agencies in their States and guiding and advising new agencies desirous of doing social work about the uncovered services in demand.

20. The State Boards' office staff at State level usually consists of an Office Secretary, one Assistant, one Personal Assistant to Chairman, two Upper Division Clerks, three or four Lower Division Clerks, one Driver and three peons who are full time paid staff. One Inspector and one Welfare Officer attached to the State Board are paid by the Central Social Welfare Board. The State Governments bear 50 per cent of the expenditure on the establishment of their respective State Boards and the remaining 50 per cent is borne by the Central Social Welfare Board. A statement showing the details of payments made by State Governments to the State Boards for the last three years is given as Appendix III.

21. The Committee note that the Chairman and members of the State Social Welfare Advisory Boards are appointed by the Chief Ministers of the States and the Chairman of the Central Social Welfare Board in consultation with each other. *The Committee would suggest that the Chairmen and members of the State Social Welfare Advisory Boards should be appointed by the respective State Governments in consultation with the Central Social Welfare Board as a whole, as the choice of Chairmen and members is a matter of considerable importance. As a matter of fact, the quantity and quality of welfare work done will depend, to a large extent, on the proper choice of the personnel. The Committee also suggest that the local legislatures should be given suitable representation on the State Social Welfare Advisory Boards.*

22. Further, the Committee would suggest that the Ministry should persuade the State Governments to entrust all the social welfare work in the States to the State Social Welfare Advisory Boards and the State Welfare Departments, wherever they exist in States, should function in close co-operation with the State Boards to avoid any possibility of duplication of efforts.

23. For the purpose of effective working of the welfare machinery as a whole, the State Governments may even consider the advisability of entrusting the whole work of social welfare to the State Board which may function with the assistance of the Social Welfare Department wherever the same exists. In the States which do not have separate Welfare Departments, all social welfare work may, with advantage, be entrusted to the State Boards.

### C. Project Implementing Committees

24. Initially, each project had a separate Project Implementing Committee. It was later decided to have only one Project Implementing Committee for the whole district consisting of four Projects. The Project Implementing Committee for the district, comprises of twelve non-official women social workers representing various welfare institutions functioning in the District and one to three representatives of the district administration closely associated with Welfare Extension Programme. Whenever a new project is started in a district, 3 or 4 members from that area are nominated on the Project Implementing Committee replacing the members who have not been able to devote sufficient time for the work. For each Project to be located in a Community Development Block area, there will be a separate Project Implementing Committee consisting of eight non-official (mostly women) nominees of the State Board, 3 official nominees of the District Collector, including the Block Development Officer and 3 non-official representatives of the Block Advisory Committee. One of the 8 non-official nominees is appointed as Convener (now Chairman).

25. The functions of the Project Implementing Committee are as follows:—

- (i) Surveying the area for a new project, location of centres, filling in of survey schedules and framing a budget worked out by the Central Social Welfare Board.
- (ii) Proper formulation of programmes and activities for each of the projects and watching the month-to-month progress.
- (iii) Preparing the community to participate in the programmes.
- (iv) Making active efforts to raise public contributions both in cash and kind to the required extent.
- (v) Operating the Committee's account and regulating supplies to various centres.
- (vi) Regulating the time-table for the movement of jeeps in all the projects in accordance with the rules laid down for the purpose.
- (vii) Recruitment and appointing of project staff, as and when necessary.

26. A Sub-Committee of the Estimates Committee which visited a number of Welfare Extension Projects in rural areas noted that the supervision of the work in some centres was not very effective. *The Committee, therefore, suggest that the members of the Project Implementing Committee may be entrusted with some field work and allotted certain centres in the Project for effective guidance. The representative of the village Panchayats in the villages included in the Projects may also be associated with the Project Implementing Committee and some members of the Project Implementing Committee should be co-opted on the Block Advisory Committees for effective co-ordination.*

#### **D. Conference of Chairmen of State Welfare Advisory Boards**

27. The Central Social Welfare Board holds annual conferences of Chairmen of State Social Welfare Advisory Boards to ensure integrated and uniform action by State Welfare Boards in the implementation of welfare activities in the country. Three such conferences have already been held in 1954, 1955 and 1957 at New Delhi. The conference reviews the progress of welfare activities in the various States, discusses new programmes of work, seeks clarification of various issues arising out of the experiences in the field work and provides a forum for intensive exchange of views and experience.

28. *The Committee are of the opinion that it would be desirable to associate the Development or Deputy Development Commissioners of various States with these conferences and that these conferences should be held at regular intervals preferably at rural centres located in different regions in rotation so far as possible.*

#### **E. Regional Conferences of Conveners of Project Implementing Committees**

29. Four regional conferences of conveners (now Chairmen) of Project Implementing Committees have been held at Bombay, Delhi, Calcutta and Madras with the intention of providing an opportunity to the various conveners to sit together, discuss common problems, exchange notes and ideas and get clarifications of programmes. The Chairman of the Central Social Welfare Board attended these conferences. *The Committee would suggest that the members of the Central Social Welfare Board belonging to the region concerned should be invited to attend these regional conferences as also the Development or Deputy Development Commissioners concerned.*

#### **F. Outlay in First and Second Plans**

##### **(a) First Plan**

30. The Central Government provided a sum of Rs. 4 crores in the First Five Year Plan for the purpose of promoting activities in connection with social welfare to be administered by the Central



**Social Welfare Board.** Out of this, the Board spent only Rs. 1·87 crores as under:—

	1953-54	1954-55	1955-56
Grants-in-aid to welfare institutions . . .	6,96,775·00	20,95,203·25	41,30,156·50
Grants-in-aid to buildings in Welfare Extension Projects . . .	..	..	7,06,500·00
Grant to Welfare Extension Projects . . .	..	8,59,818·50	42,95,799·12
Training . . .	..	..	9,63,551·00
State Social Welfare Advisory Boards . .	..	1,44,974·00	3,93,247·95
Administration . .	88,301·39	3,73,540·82	4,92,572·03
Publicity and other items of expenditure e.g., after-care training . .	..	..	1,30,173·94
Jeeps . . .	..	33,23,123·70	45,076·53
<b>TOTAL . . .</b>	<b>7,85,076·39</b>	<b>67,96,659·25</b>	<b>1,11,57,077·08</b>

(The salaries and allowances of the staff for the publicity programme are including in the expenditure on administration).

31. The Ministry informed the Committee that the unspent balance of Rs. 2·13 crores lapsed at the end of the First Plan. The Ministry stated that the shortfall was due to the delay in the creation of a suitable agency to implement the social welfare programmes and it took some time for the Central Social Welfare Board to give definite shape to its various programmes and create machinery for their implementation.

32. *The Committee consider it unfortunate that the amount earmarked for social welfare activities in the First Plan could not be fully utilised and that more than 50 per cent. of the amount provided, lapsed at the end of the Plan. This is particularly so in view of the fact that there is an urgent need of expanding and improving the social welfare activities in the country.*

#### (b) Second Plan

33. A sum of Rs. 14 crores has been provided in the Second Plan and the Central Social Welfare Board intends to spend the provision broadly as under:—

	Rs.
(i) Welfare Extension Projects . . . . .	8,30,60,000
(ii) Jeeps for the Welfare Extension Projects . . .	39,40,000

(iii) Training Schemes . . . . .	50,00,000
(iv) Grants to institutions and new programmes . . .	4,00,00,000
(v) Administration including Central Social Welfare Board's share of expenditure on State Boards and publicity :—	
	Lakhs
(a) Administration . . . . .	Rs. 25·00
(b) State Boards . . . . .	Rs. 35·00
(c) Publicity . . . . .	Rs. 18·90
	80,00,000
TOTAL . . . . .	14,00,00,000

### (c) Budget Estimates

34. The budget of the Central Social Welfare Board is first prepared and passed by the Board itself. The advice of the Financial Adviser is available to the Board at the time of framing the budget as the Ministry of Finance is represented on the Board. It is, thereafter, sent to the Ministry of Education where it is examined in consultation with the Ministry of Finance. The Committee were informed that the financial cost of the various schemes is examined carefully with a view to finding out the available resources and giving it a more realistic bias because sometimes the autonomous bodies are carried away by their enthusiasm and make budgets which are a little unrealistic.

35. The budget estimates of the Central Social Welfare Board for the years 1957-58 and 1958-59 as compared to the actuals for 1956-57 are given in Appendix IV. These figures indicate that the expenditure on the purchase of jeeps was Rs. 1,11,085 in 1956-57, and that in the revised estimates for 1957-58, the provision made is for Rs. 19,00,000. *The Committee feel that there is considerable wasteful expenditure in the use of jeeps. The Committee suggest that the feasibility of pooling the jeeps amongst the workers of the Community Development Organisation and the workers of the State Social Welfare Boards may be examined with a view to reducing the expenditure under this head. Alternative modes of transport such as bullock-carts, cycles, bus-service etc. should also be utilised wherever feasible.*

36. *The Committee suggest that greater care and vigilance should be exercised to ensure that the story of short-fall in expenditure of the First Plan is not repeated in the Second Plan and that the money provided in the Second Plan is usefully spent for the purposes it is proposed to be spent.*

### III. RECRUITMENT AND TRAINING OF PERSONNEL

#### A. Recruitment

37. The categories of staff that are recruited for social welfare work are as under:—

- (a) Office Staff,
- (b) Inspectors and Welfare Officers,
- (c) Field Staff:
  - (i) Gram Sevikas,
  - (ii) Midwives,
  - (iii) Mukhya Sevikas,
  - (iv) Dais,
  - (v) After-care Supervisors.

38. A brief note indicating the method of recruitment of each category is given in Appendix V. The Annexure to this Appendix gives the scales of pay of various officers and staff of the Central Social Welfare Board. *The Committee feel that in view of the fact that there is a post of a Secretary in a high grade (1,100—60—1,800), there is no justification for the post of an Administrative Officer, in addition. The Committee, therefore, suggest that the post of the Administrative Officer should be abolished, as a measure of economy.*

39. *The Committee are of the opinion that in view of there being a number of autonomous Boards under the Ministry of Education and their number being on the increase, the Ministry should devise some independent machinery for the purpose of recruiting the higher-grade staff of these Boards on the lines adopted by the Public Service Commissions. In this connection, the Committee reiterate the recommendation made in para. 10 of their Fifth Report, which reads as under:*

*“The Committee also suggest that suitable machinery should be evolved for making recruitment to the Secretariat staff of such autonomous or semi-autonomous bodies. A duly constituted selection board consisting of officials and non-officials may be set up for this purpose. This selection board may be authorised to co-opt technical experts in the field, as and when necessary.”*

40. *The Committee would also suggest that for the posts of Mukhya Sevikas, women with background and experience of social service should be preferred even with some relaxation in educational qualifications as in the case of Social Education Organisers in the Ministry of Community Development. Further, the Committee recommend that some percentage of posts should be reserved for*

*suitable candidates belonging to scheduled castes and scheduled tribes, with greater weightage in categories like midwives, dais etc.*

## B. Training

### (a) Gram Sevikas

41. The Gram Sevika is the pivot of welfare activities and in order to discharge her duties efficiently, she must have training in the methods of approaching village women and children. When the Welfare Extension Project scheme was initiated, it was found that only a limited number of trained women were available who could be put in charge of the activities. The Central Board, therefore, took up the scheme of training of Gram Sevikas with the Kasturba Gandhi National Memorial Trust which agreed to train a total number of 8,000 Gram Sevikas in three batches by the middle of 1958. The first batch of 775 candidates was admitted for training in 15 training centres of the Trust in various States in January, 1955. The number of training centres was increased to 20 with a total capacity of 1190 by the second year. The duration of training was fixed as one year for each batch and the curriculum of studies was suitably modified to meet the particular and specific requirements of Gram Sevikas. The requirement of Gram Sevikas by the end of Second Plan period is estimated at 11,200. Against this, only 1,335 Gram Sevikas have so far been trained in two batches and a third batch of 988 is undergoing training. After completion of the training of the third batch, the Board will have 2,323 trained Gram Sevikas. The overall picture of the Gram Sevikas' training is as under:—

(1) Trained so far	1,335
(2) Under-training	988
(3) Total expected to be trained with the present arrangement during the next two years	2,000 (Approximately)
<b>TOTAL</b>	<b>4,325</b>

Total requirement at the end of the Second Plan	11,200
Less	4,325

Possible shortage 6,875 (Approximately)

42. The Central Social Welfare Board is taking following action to overcome the shortage of trained Gram Sevikas:—

- (i) Possibilities are being explored for training of Gram Sevikas with the Home Economics Wing of the Ministry of Food and Agriculture and with some other private institutions.
- (ii) Some of the untrained Gram Sevikas who are already in service and have gained adequate experience will be treated as fully trained Gram Sevikas, by virtue of their experience and other qualifications.

(iii) The Kasturba Trust has been asked to arrange training of more instructors and to adopt the following methods:

- (a) For candidates with less than minimum qualifications, they should give a course of six months of general education followed by one year's Gram Sevika training.
- (b) Better qualified candidates should be given a shorter course of four months only, so that more attention can be paid to candidates of the regular one year course.
- (c) Persons who had already enough experience as Gram Sevikas or of similar work, may be given a shorter course.

43. The Central Social Welfare Board pays to the Kasturba Trust for training of Gram Sevikas on the following basis:—

- (i) Building grant for additional requirements upto a maximum of Rs. 1,000 per candidate for one batch.
- (ii) A non-recurring grant of Rs. 100 per candidate for one batch for equipment.
- (iii) For recurring expenses, at the rate of Rs. 55 per month per candidate including tuition fee of Rs. 15 per month, Rs. 5 per month for personal expenditure and Rs. 35 per month for the maintenance of the trainee.

44. Year-wise amounts paid by the Central Board to the Kasturba Trust for the training of Gram Sevikas are as follows:—

(Rs. in lakhs)

Year	Actual expenditure
1955	1.89
1956	4.86
1957	4.75

(b) *Midwives*

45. Training of midwives has been undertaken by the Health Ministry on behalf of the Central Social Welfare Board at 29 centres in different States. The Central Board makes a non-recurring grant not exceeding Rs. 7,000 to each training institution selected by the Health Ministry to enable them to expand their accommodation facilities for housing the Board's candidates and for equipment and payment of the staff required for the purpose. A stipend of Rs. 50 per month is also paid to each trainee. The course of training for midwives is two years. The number of midwives to be trained was initially estimated at about 1,600 during the Second Plan. Against

this, 125 midwives have already been trained and 116 are under training.

46. For future programme, the Central Social Welfare Board has decided that after the batches which are under training, no further batch will be sent for training as Welfare Extension Projects henceforth will be located in Community Project Blocks where provision already exists for 4 midwives for each Block. So no shortage is anticipated.

(c) *Dais*

47. No training programme has so far been started by the Central Social Welfare Board. The Board had requested the Ministry of Health to arrange a training programme. It is now understood from the Ministry of Health that the *Dai* Training Programme sponsored by them through the State Governments will suffice to meet the Board's year-to-year requirements and that a separate programme of training might not be necessary. The question is at present under consideration and the details are being worked out by the Ministry of Health. The requirement of trained *Dais* is now estimated at 7,800 by the end of the Second Plan against the original estimate of about 6,000 *Dais*.

(d) *Mukhya Sevikas*

48. Mukhya Sevikas (Chief Welfare Organisers) are given a short period of organisation training as they are intended to plan and organise the activities at project centres and to supervise the execution of the programmes and the work of the centres. The question of giving regular training to Mukhya Sevikas has not yet been finally decided as the question of reorientation training and job training for Mukhya Sevikas is still under consideration of the Ministry of Community Development. By the end of the Second Plan, the requirement of Mukhya Sevikas is estimated at 1,570.

(e) *After-care Supervisors*

49. A batch of 40 candidates including 19 women has already been trained at the schools of social work at Delhi and Madras and another batch of 50 candidates is under training at these Centres. For future, it is expected that the requirement would be met by candidates undergoing the usual two years' course in the various schools of social work where general training in social welfare is imparted.

(f) *Social Workers*

50. A training for 500 persons is contemplated for service in the After-care Homes proposed to be set up throughout the country for the after-care and rehabilitation of adult ex-prisoners and juvenile delinquents and women rescued from brothels or from moral danger. The Ministry of Education is collecting information from the State Governments and the Union Ministries about the type of social workers required at various levels. The training will be entrusted to schools of social work already in existence.

51. *The Committee observe that the required number of trained Gram Sevikas and Dais are not likely to be available by the end of the Second Plan period according to the present programme of training. The Committee would suggest the following measures to expedite and improve the training of personnel for welfare projects:*

- (i) *The full capacity of the existing Gram Sevika Training Centres of the Kasturba Gandhi National Memorial Trust should be utilised and possibilities of expanding the capacity of the existing Centres and of opening new Centres should also be explored and decision arrived at expeditiously. The services of institutions like the Gandhi Nidhi etc. should be utilised for working out training programmes for Gram Sevikas.*
- (ii) *Training of Instructors for Kasturba Trust Centres should be encouraged to meet the inadequacy of teaching staff for Gram Sevikas.*
- (iii) *In an anxiety to train more Gram Sevikas, the qualitative side of the training should not be ignored and practical training should receive equal attention. Besides, the untrained Gram Sevikas already in service should be given a written and oral test before they are certified as fully trained.*
- (iv) *General instruction on family planning should be imparted to the Gram Sevikas and health personnel for a short period in consultation with the Family Planning Board.*
- (v) *Training in the use of Ambar Charkha should be included in the syllabus for Gram Sevikas in training institutions.*
- (vi) *In States which are backward with regard to women's education, a special drive should be initiated to impart preliminary training to girls with a view to preparing them to take up the training course of Gram Sevikas.*
- (vii) *The scheme for training of Dais as proposed by the Central Social Welfare Board and already under consideration of the Ministry of Health should be finalised soon and the training started.*
- (viii) *In case of categories like after-care supervisors, care should be taken to see that the number trained is not much in excess of that required for employment after training.*
- (ix) *The question of regular training of Mukhya Sevikas should be finalised without delay in consultation with the Ministry of Community Development.*

## IV. WELFARE PROJECTS & OTHER SERVICES

### A. Welfare Extension Projects in Rural Areas

52. The Central Social Welfare Board soon after its inception, sponsored a scheme for establishing Welfare Extension Projects in rural areas to promote welfare activities for women, children and the handicapped persons who had long been neglected. In these Projects, minimum basic welfare services are provided for women, children and the physically handicapped. The programme includes services like 'balwadis', maternity and elementary health services including pre-natal and post-natal advice, social education and adult literacy for women, training in arts and crafts and cultural activities. The Welfare Extension Projects Scheme is distinct from the Community Development Scheme in that the machinery for planning, organisation, supervision and administration is predominantly non-official and the Welfare Extension Projects provide specialised services for certain groups of the population such as women, children and the handicapped.

53. A Welfare Extension Project ordinarily comprises of 20 to 25 villages in a compact area with a population of 20,000 to 25,000. Each Project is divided into five centres of five villages each on an average. Voluntary workers representing local welfare organisations who are members of the Project Implementing Committee, plan the project work according to the felt needs of the people. To begin with, it was decided to keep the projects outside the area covered by a Community Development Project or a Community Development Block, with a view to avoiding overlapping or duplication of activities. The programme was launched in different States on 2nd October, 1954 and it was proposed to establish 352 Projects by the end of the First Plan. Recently there has been a change in the programme as a result of an agreement with the Ministry of Community Development and it has now been decided that the Central Social Welfare Board will be incharge of the welfare work for women, children and the physically handicapped in all future Community Development Blocks. According to the new scheme, the Central Social Welfare Board will take over in the Second Plan period, the welfare work for women, children and the handicapped and delinquents in 1150 blocks, which will be taken up by the Community Development Ministry for intensive development. The new scheme has been enforced with effect from 1st April, 1957.

#### (a) Activities

54. The activities undertaken by the Welfare Extension Projects are broadly as under:—

- (i) *Establishment of Balwadis.*—A *balwadi* is an institution which provides facilities normally provided by a *creche*



and by a nursery or a pre-basic school. Facilities provided include the care and informal education of children upto the age of about 6 years and occasional extra feeding.

- (ii) *First-aid, pre-natal and post-natal care.*—The Dais and Midwives attached to the Centres under the Welfare Extension Project provide first-aid as well as pre-natal and post-natal care.
- (iii) *Training in crafts.*—One of the main activities undertaken at a Project Centre is the training of local women in simple crafts. This training is intended to help them in supplementing the family income.
- (iv) *Social Education.*—An attempt is made to provide social education to women. Literary is aimed at in the case of those who have had no educational background.
- (v) *Recreational facilities.*—An attempt is made to provide recreational facilities for women and children. *Melas* and other special functions are held on special festivals. Special cultural programmes are also arranged for the benefit of women and children. The cultural activities include inter-village competition in arts, crafts, and gardening, etc.
- (vi) *Special facilities.*—These include the registration of handicapped or any other person needing special care and the subsequent reference to the appropriate authorities.

55. All the activities are not started in every centre and in view of the different socio-economic and geographical conditions prevailing in different parts of the country, local variations are permitted to suit the local conditions but in no case does the programme consist of only one activity.

56. The Sub-Committee of the Estimates Committee which visited a number of Welfare Extension Projects in rural areas in different parts of the country observed the following:

- (i) The main activities at the Centres visited are 'balwadis' for children and the craft classes for adult women and girls. All the five villages under the Centre are not generally covered by the programme. The attendance at the Centres is not always uniform and there are wide fluctuations in attendance at certain Centres.
- (ii) The Centres in some cases are located at a distance from the village with the result that attendance at such Centres is thin as it is not convenient for women and small children to attend.

- (iii) Very little work is done in the field of adult literacy for women and there is no follow-up of whatever is done in the field. Suitable literature for non-literates is not available at any Centre.
- (iv) The diaries of Gram Sevikas are maintained in English and not in the regional language.
- (v) At none of the Centre visited, training in the use of Ambar Charkha is imparted.
- (vi) There is no regular arrangement for disposing of the products of trainees at the Centres through Gram Udyog Bhavans or State Government Emporia.
- (vii) There is no arrangement for providing raw material to the Centre on credit basis through co-operative societies or otherwise.
- (viii) The crafts taught at the Centres are of a very elementary nature and the production aspect is not given sufficient importance. The trainees at the Centres are not considered for award of any recognised diploma in tailoring or crafts and their training is not recognised for service as craft teachers.
- (ix) There is at present no scheme for advancing loans to the poor and the destitute women trained at the Centres to enable them to purchase their own sewing machines after training. The Central Social Welfare Board had made arrangements with the National Small Industries Corporation to procure sewing machines on hire-purchase basis for women of low income groups. This arrangement has, however, unfortunately been terminated.
- (x) Instructions on family planning are not included in the programme of social education.
- (xi) There is a demand for the services of a midwife at each Centre instead of a Dai and some of the villages are even prepared to pay for the difference in pay if a trained midwife is posted who could also train the local Dais.

**57. In order to improve the quality of service rendered by these Projects, the Committee offer the following suggestions:—**

- (i) *Efforts should be made to extend the various activities to all the villages under a Project, by taking the assistance of the field staff of the Community Development Organisation, wherever feasible.*
- (ii) *The site of the Project Centre in a village should be such that it would not be at a long distance from the populated area.*

- (iii) *A drive should be initiated for adult education among illiterate women. Suitable literature for neo-literates should be distributed freely.*
- (iv) *Gram Sevikas should be instructed to maintain their diaries in the regional language.*
- (v) *Training in Ambar Charkha should be imparted at the Project Centres.*
- (vi) *Suitable arrangements should be made for selling the products of the trainees with the co-operation of the Gram Udyog Bhavans or State Government Emporia. Alternatively, the State Welfare Boards themselves may open small sales corners in their offices for this purpose.*
- (vii) *Suitable arrangements should be made for credit to provide the raw material required at the Centres for the use of the trainees.*
- (viii) *The standard of crafts taught at the Project Centres should be raised and suitable certificates in tailoring, embroidery, etc., awarded to trainees who successfully complete the training.*
- (ix) *A suitable scheme should be worked out by the State Boards to give loans to the poor and destitute women trained at the Centres to enable them to purchase their own sewing machines or Ambar Charkhas after training. Possibilities of supplying sewing machinery on hire and purchase system through the National Small Industries Corporation should also be explored.*
- (x) *Suitable instructions on family planning should be included in the programme of social education. Mukhya Sevikas, Gram Sevikas, Dais and Midwives should be given necessary training for this purpose. Their services should be utilised for propagating the idea of family planning only at the instance of local leaders.*
- (xi) *Services of midwives may be given at the Project Centres, wherever there is a demand for the same.*
- (xii) *Provision should be made to supply milk and fruits to children at the Balwadis. This will also serve as an inducement to the parents to send their children to these Balwadis.*
- (xiii) *At one of the Centres of a Project, the Sub-Committee of the Estimates Committee which visited it, were glad to learn that the Y.W.C.A. had agreed to provide necessary assistance in teaching various crafts to the village women in the Centre. The Committee would suggest that active co-operation and assistance of similar organisations including the All India Handicrafts Board, the Small Scale Industries Board and the Khadi*

*and Village Industries Commission and other bodies working in the field of village and small-scale industries should be secured in the matter of training in crafts and in establishing small scale industries in the villages.*

- (xiv) *The services of the trained midwives and lady-doctors should be utilised for training the untrained Dais working in the rural areas.*
- (xv) *In order that fruits may be given to the children in Balwadis, gardening should be developed as a hobby near the Centre.*

#### (b) Staff

58. At each Centre there is a Gram Sevika, a craft instructor and Dai. At project level, there is a midwife and a Mukhya Sevika. The Gram Sevika is the king-pin of the scheme in that she is a multi-purpose worker and apart from carrying out the day-to-day programme of the project-centre is also required to keep herself in close touch with the village women and their problems and to attend to their social needs. The Dai attends to **maternity and elementary health services** including pre-natal and post-natal advice. The Craft Instructor imparts training in arts and crafts to the women at the Centre and also helps the Gram Sevika in the day-to-day work of the Centre. The duties of of project level staff are mainly supervisory. The midwife supervises the work of dais at the Centres in the Project and the Mukhya Sevika supervises the planning and execution of the entire programme at project centres apart from checking the diaries and registers maintained at the Centres.

59. In the projects of new pattern in Community Development Blocks consisting of about 100 villages, the Community Development Block will provide a woman Social Education Organiser, four Midwives and two Gram Sevikas. The Welfare Extension Project will provide, in addition, 1 Mukhya Sevika, 8 Gram Sevikas, 5 Dais, 2 Crafts Instructors and upto 8 Balwadi teachers (part-time). Thus there will be about 31 workers in all in one project of new pattern who will team up in batches of two in each of 14 to 17 Centres in a Project.

60. The Sub-Committees of the Estimates Committee which visited a number of welfare Extension Projects of the old pattern in rural areas found that in most of the Centres covering 5 villages, the Gram Sevikas have not so far been able to extend their programme to all the five villages under the Centre started as early as November, 1954 and have mainly concentrated their activities in the village where the Centre is located.

61. *The Committee, therefore, recommend that in the Projects of new pattern started in the Community Development Blocks, the services of the Gram-Sevikas (V.L.Ws.) and the Gram Sevikas should be*

*suitably pooled. The Gram Sevak will look after particularly the extension work in the villages and the Gram Sevika will look after particularly the welfare work for women, children and the handicapped. The Gram Sevika may take up one or two villages at a time and after intensive work in those villages, she may spread her activities to other villages and change her headquarters to those villages. This will enable her to carry over intensive work from village to village and to contact all the families in her circle after some time. The load of village level worker (Gram Sevak) will also be reduced to some extent as he will have to concentrate only on extension work in the villages and will be able to function more intensively and widely as both the Gram Sevak and Gram Sevika will share the general type of work in the villages in their circle.*

### (c) Cost of a Project

62. In the First Five Year Plan, the estimated cost of a project was Rs. 25,000/- per year out of which the Central Social Welfare Board's share was 50%, State Government's 25% and the balance was raised by the Project Implementing Committee in cash or kind from local contributions.

63. In the Second Plan period, the cost of a Project is estimated at (a) Rs. 29,480/- per year (recurring) and (b) Rs. 20,000/- in all (non-recurring) which will be phased over a period of 5 years. The projects inaugurated between January to March 1956 are treated as new projects for the purpose of recurring expenditure. For projects inaugurated in the First Plan, the estimated cost in Second Plan is (a) Rs. 29,480/- per year recurring and (b) Rs. 12,500/- non-recurring.

64. In the budget as revised in the Second Plan, the provision for a Welfare Extension Project for three years will be Rs. 79,600 excluding local contributions, out of which Rs. 53,067/- will be contributed by the Central Social Welfare Board and Rs. 26,533/- by the State Government. For each project of the new pattern in the Community Development Blocks, the provision for a project for 3 years will be Rs. 1,32,840/- excluding local contributions, out of which the Central Social Welfare Board's share will be Rs. 53,300/-, the State Govt's share will be Rs. 26,650/- and Rs. 52,890/- will be made available from the Community Development Block budget.

65. The representative of the Ministry informed the Committee that the rise in recurring and non-recurring cost of a project in the Second Plan as compared to the First Plan, was due to the fact that the programme in the Second Plan was slightly extended and certain additional equipment was also provided. Further, the States were asked to pay the same scale of salaries to the project staff as were given to the corresponding services in the States which led to some rise in the recurring expenditure. So far as the rise in non-recurring cost of the project in Second Plan was concerned, the representative stated that it was due to the difference in cost of equipment to be purchased in the Second Plan period.

66. *The Committee recommend that the Ministry should explore the possibilities of obtaining equipment in bulk for the projects at cheaper rates and should also see if any help is available from any International Organisations in the matter. The Committee would also suggest that the Central Social Welfare Board should keep itself in touch with the different States to see that adequate provision is made in the State budgets for their share of expenditure on the welfare extension projects in those States.*

(d) *Progress*

(i) *During the First Plan*

67. By the end of the First Plan period, 292 Welfare Extension Projects were started against a target of 352. The main reason for the shortfall is stated to be the fact that the Central Social Welfare Board was in existence for only about half of the First Plan period and the schemes were launched a year after it came into being i.e. from 2nd October, 1954. The 292 Projects started in the First Plan have 1150 centres covering about 6,000 villages with a population of about 55 lakhs. The total expenditure on these Projects during the First Plan has been Rs. 32.40 lakhs excluding local contributions, out of which Rs. 21.60 lakhs were contributed by the Central Social Welfare Board.

(ii) *During the Second Plan*

68. During the period from April, 1956 to August, 1957, 119 Welfare Extension Projects of old pattern were started with 752 centres covering 3715 villages with a population of about 28 lakhs. The total expenditure on these projects has been Rs. 30 lakhs excluding local contributions, out of which Rs. 20 lakhs were contributed by the Central Social Welfare Board. The target for the Second Plan period was originally to establish 1320 projects of the old pattern. But since the Central Social Welfare Board decided to start the projects of new pattern in the Community Development Blocks, the revised target for the Second Plan is for the establishment of 1120 welfare extension projects of the new type and 450 welfare extension projects of the original pattern with 14 to 15 centres each. There will thus be a total of nearly 19,000 centres covering about 1,23,250 villages by the end of the Second Plan.

69. The representative of the Ministry informed the Committee that so far, 41 projects of the new pattern in the Community Development Blocks have been established and that there had been no difficulty with regard to establishing co-ordination with the Ministry of Community Development which was represented on the Central Social Welfare Board. The services intended for the social and economic development of women, children and the handicapped persons in all the Community Development Blocks would be taken over by the Central Social Welfare Board in the long run.

(e) *Allotment of projects to voluntary organisation*

70. The Central Social Welfare Board considered at its 12th meeting in February, 1956, the question of allotment of welfare extension

projects to various voluntary organisations and decided to allot some projects to all India or other established organisations, which will be willing to undertake them under the supervision of the State Board and the Central Board. The only difference will be that the Project Implementing Committee would be composed entirely of the representatives of the organisation and the organisation would have to raise 50 % of the expenditure on such projects.

71. The Central Social Welfare Board received 12 offers from the voluntary organisations for starting Welfare Extension Projects in rural areas but only 4 organisations had been able to establish the Projects. The other organisations could not raise the matching contribution required and so the sanction had to be withdrawn. In certain cases, even the State Government was not able to assist them and so they could not take up the Project. For future programme, the representative of the Ministry informed the Committee, that as the new Projects would be started in the Community Development Blocks, it was not possible to entrust them to voluntary organisations. The co-operation of the voluntary organisations would, however, be enlisted in establishing some pilot projects in urban areas, particularly in the poorer sections like slum areas and it was intended to entrust those Projects to voluntary organisations as far as possible. In such cases there would be no minimum condition prescribed for raising matching contribution and the voluntary organisations would be asked to develop their own welfare schemes.

72. *The Committee do not appreciate the approach of the Ministry in regard to the establishment of Welfare Extension Projects in rural areas by the voluntary organisations specially in view of the fact that the recommendation of the Study Team on Community Projects to transfer all rural development work to the Panchayat Samitis in all the Community Development Blocks has been generally accepted by the Ministry of Community Development and the National Development Council. The Committee, therefore, recommend that the voluntary organisations should be encouraged to take up the work of the Welfare Extension Projects even in the Community Development Blocks, if necessary, by raising the quantum of grant given by the Central Social Welfare Board as it would facilitate the transfer of all welfare work to the people's organisations which was the ultimate aim. The Committee further recommend that in order to encourage the voluntary organisations to start some pilot projects in urban areas, the conditions, if any, regarding matching contribution should be liberalised.*

#### (f) Multipurpose Projects in Tribal Areas

73. The Central Social Welfare Board does not undertake any specific programme for such backward regions as the scheduled and the tribal areas, as these are also covered in the normal course by the various programmes initiated by the Board. The Welfare Extension Projects are particularly intended to serve the rural population which is on the whole backward. Further, as the Board's programme will

spread in all parts of the country, scheduled castes and scheduled tribes will necessarily come within their scope and many institutions aided by the Board will naturally include scheduled castes and scheduled tribes among their beneficiaries.

74. The representative of the Ministry informed the Committee that the Central Board had started 15 Welfare Extension Projects of the 'multipurpose' type in Community Development Blocks in tribal areas in cooperation with the Ministry of Home Affairs and the Ministry of Community Development. Such projects were distributed as under:—

Assam	..	..	..	2
Bihar	..	..	..	3
Bombay	..	..	..	5
Madhya Pradesh	..	..	..	5

75. For each such block there was a separate Project Implementing Committee consisting of officials and non-officials and the individual organisations in such areas were being approached and wherever possible, their nominees were put on the Committee.

76. *The Committee recommend that in tribal areas, welfare extension projects should be entrusted to voluntary organisations of long standing working for the welfare of Adivasis wherever such organisations come forward to undertake the work.*

#### B. Family Welfare Projects in Urban Areas

77. The Central Social Welfare Board sponsored in 1954, a scheme for organising family welfare projects in urban areas to provide gainful employment to women of lower income group families who could find some way of using their leisure time, in between the household chores, to supplement the family income without going to work in a factory. As the women in such families cannot devote the whole day to the work or collect in a particular place at stated hours, the scheme was to start some industry in which many of the processes can be carried out in the workers' homes and at the same time, the finished products can be easily marketed. One such Match Factory Project was started by the Central Social Welfare Board in Delhi. Brief particulars of this Project are given in Appendix VI.

78. Encouraged by the successful working of the match factory project in Delhi, the Central Social Welfare Board, organised urban family welfare projects on similar lines in other centres. The projects in other centres are not necessarily to be in the form of match factories alone as other industries can *inter alia* be selected from the following list :

1. Tailoring and Garments Making.
2. Embroidery.
3. Basketware, Bamboo Work Furniture.
4. Notebooks.



5. Pencils.
6. Ceramics, Cups and Saucers.
7. Foodstuffs.
8. Toys, Packing Cartons.

(a) *Organisation*

79. An *ad-hoc* committee of non-official workers first conducts a careful survey of the families of low income groups for assessing the possibilities of starting a unit. A suitable scheme is drawn up in consultation with the Industries Department of the State concerned and the *ad-hoc* committee helps in the formation of a co-operative society of intending workers. The scheme is then sponsored by the State Government and the Government of India in the Ministry of Commerce and Industry provides financial aid partly as grant and partly as loan in addition to technical advice and help in marketing the products. The Central Social Welfare Board provides financial aid to the extent of Rs. 500/- per project towards the cost of initial survey. The scheme is worked in full co-operation with the State Governments and the State Welfare Boards. The managing committees of the co-operatives normally consist of 7 members, one of whom is a nominee of Government of India, two of the State Government concerned and 4 of the Central Social Welfare Board. The training for the women workers in handling machinery used in the small scale industries has been arranged in the four Regional Training Institutes set up for small scale industries by the Ministry of Commerce and Industry. The non-official workers also help with other welfare schemes built round the unit, like *creche*, adult literacy and recreation centres etc. for which the Central Social Welfare Board extends grants.

(b) *Progress*

80. During the First Plan period, only one project in the form of a match factory was established at Delhi at an approximate cost of Rs. 2,14,248. During the Second Plan, the target is to establish 20 such projects at an estimated cost of Rs. 2.5 lakhs for each project, which will be met by the Ministry of Commerce and Industry. *Prima facie, the estimated cost of Rs. 2.5 lakhs for each project appears to be excessive. The Committee suggest that the position may be carefully reviewed to see how far the cost per project can be reduced so that the advantage of the same can be extended to a larger area by opening more projects, within the total amount allotted for this purpose.*

81. So far, four Family Welfare Industrial Co-operative Societies have set up projects in the form of match factories in three States as under, benefiting about 2500 families:

Delhi	1		
Andhra Pradesh	2	(One at Hyderabad with 2 and one at Vijayawada).	units
Bombay	1		

82. All these Societies have undertaken match production on cottage industry basis, thereby providing work to women coming from families whose income is between Rs. 50/- and Rs. 200/- per month. A woman working during leisure hours is able to earn between Re. 1 and Rs. 1.50 n.p. per day. The pattern of organisation and management is more or less the same as the Delhi Project.

83. The Central Social Welfare Board, in collaboration with the Central Ministry of Commerce and Industry, has decided that during the Second Plan, each one of the States in India will have at least one project of this kind. Seven more factories in Nagpur, Mysore, Travancore-Cochin, Jaipur, Calcutta, Patiala, Gauhati and Chandigarh are on the way to completion under the urban welfare projects scheme.

84. *The Committee appreciate the efforts of the Central Social Welfare Board in organising Urban Welfare Projects for the benefit of lower income group families. Such projects, if actively pursued, have the potentialities of evolving into multipurpose socio-economic centres round which other welfare activities for the poorer sections of the urban population can be built up in the shape of medical aid, educational aid, recreational facilities, child welfare centres, family planning centres etc. The Committee recommend that slum areas in big towns and cities should be given preference for starting such projects.*

### C. Hostels for working women

85. The Central Social Welfare Board at its 12th meeting held on 17-2-1956 at New Delhi, appointed a sub-committee to investigate into the question of establishing hostels for working women of low income groups through women's voluntary organisations on grant-in-aid basis. This step was taken at the instance of the Advisory Committee on Social and Moral Hygiene which was appointed by the Central Social Welfare Board in December 1954, with a view to preventing working girls from falling into the clutches of undesirable persons for lack of adequate living accommodation within their means. The Sub-Committee recommended establishment of hostels subsidised by the Central Social Welfare Board for working women earning between Rs. 50/- and Rs. 150/- p.m. on the same unpretentious and simple standards as the Seva Sadans, Stree Seva Mandirs, Vanita Vishrams and Vikas Mandirs run by voluntary organisations.

86. The Sub-Committee suggested hostels of two types with accommodation for 25 to 30 women (i) which provide boarding and lodging with a common mess and (ii) which provide lodging without board. The report of the Sub-Committee was considered by the Central Social Welfare Board at its 13th meeting on 11-5-56 and it was decided to invite applications for grants from associations already running hostels and from associations willing to start such hostels at places where there is need for them. It was also decided to raise the maximum limit of income from Rs. 150/- to Rs. 200/- p.m. and to

sanction grants for (a) providing additional accommodation in existing buildings or for part of the rent for a building and (b) social and recreational facilities. The ceiling grant was fixed at Rs. 15000/- for an association subject to certain conditions to be observed as prescribed by the Central Social Welfare Board regarding rent charges, amenities etc.—

87. At its meeting in March 1957, the Central Social Welfare Board decided to give grants for smaller units as well and to enlarge the scope of grants to include also the construction of a building or additions to an existing building and for the salary of a matron or a supervisor in hostels. The scheme, though in its infancy, has already financed 24 hostels to the extent of Rs. 2·58 lakhs on grant-in-aid basis.

88. *The Committee consider this a step in the right direction but would suggest that care should be taken to see that such hostels are not concentrated only in a few big cities, that suitable checks are maintained through State Governments to ensure their satisfactory working and that the lowest income group is not crowded out from such hostels by raising the mess charges and the rent beyond the prescribed limits.*

#### **D. After-care Homes and Shelters**

89. The Central Social Welfare Board in its programme for welfare of women and children gave due priority to the problems pertaining to women who are victims of commercialised vices and the after-care of delinquents and discharges from correctional institutions. The Board appointed two committees towards the end of 1954—one for investigating the problem of social and moral hygiene and the other for examining the position in respect of after-care services in the country. These committees submitted their reports in 1955 emphasising the need for promoting comprehensive after-care and rehabilitation measures and for setting up of countrywide organisations sponsored or aided by the State.

90. The after-care committee explained the object of the after-care services as under:

“The object of all after-care services is to complete the process of rehabilitation of the individual who has spent a certain number of years in the protective or custodial environments of an institution. It is assumed that during this period of institutionalisation, the person concerned has received the care, the education and the training which would have equipped him to go into the world and assume the role of a self-reliant citizen. Normally, an after-care programme cannot attempt to attend to these needs of the person for which he has been institutionalised. Actually the Committee found that in the institutional services in India this basic preparation has not satisfactorily been completed in many of the welfare institutions.”

91. The Social and Moral Hygiene Committee made a series of recommendations for preventive, administrative and rehabilitative measures, some of which were meant for implementation by the Government and others by voluntary welfare organisations. Among the former were measures for imparting sex education in educational institutions, the establishment of child guidance clinics, marriage guidance and counselling, encouragement of parent-teacher associations, provision for treatment of venereal diseases and strengthening of the family planning programme. Among services to be provided by voluntary agencies were mentioned programmes to advocate suitable changes in social life, in community practices and customs "without breaking down the tradition which might be helpful" and to propagate spiritual and moral codes "to replace the narrow religious precepts blindly followed in most Indian homes". It suggested the establishment of district shelters, to which destitute women may resort before being remitted to regional women's institutes for after-care and a vigorous educative campaign among the public to ensure success of these measures.

*(a) Action taken on the recommendations*

92. The recommendations of the Advisory Committees on Social and Moral Hygiene and After-Care services were considered together by an inter-departmental committee on which the Ministries of Education, Home Affairs, Health, Labour, Finance and Commerce and Industry, the Planning Commission and the Central Social Welfare Board were represented. This Committee recommended the following programme:

- "(1) During the Second Plan period, 80 after-care homes should be established in the country. On an average, 5 Homes should be established in each State and the remaining 10 in the Union Territories. In each State, two Homes will be intended for persons released from correctional institutions, one of them being for men and the other for women. Another two Homes will be intended for persons released from non-correctional institutions, one being intended for men and the other for women. The fifth Home will be intended for women rescued from moral danger or depravity.
- (2) There should be about one hundred production units established to provide remunerative employment for persons released from correctional and non-correctional institutions as well as for women rescued from moral danger, whether these persons stay at Homes or elsewhere. 80 of these production units should be attached to 80 after-care homes to be established. The remaining units should be reserved for special groups like the handicapped.
- (3) There should be established about 330 District Shelters for the temporary care and reception of persons released

from correctional and non-correctional institutions and for women rescued from moral danger or depravity. It was decided that two shelters would be established for every group of two districts. One of the Shelters will be intended for persons released from correctional and non-correctional institutions and the other Shelter will be intended exclusively for women rescued from moral danger."

93. A sum of Rs. 10.5 crores has been provided in the Second Plan for the implementation of this scheme. The expenditure on this scheme will be shared by the Ministries of Home Affairs, Commerce and Industry, Health and Labour and Employment and the State Government concerned. The Central Social Welfare Board will merely act as a co-ordinating agency. The Central Ministries will make grants direct to the State Governments as under:—

1. Home Affairs . . . . .	Rs. 6.00 crores.
2. Commerce and Industry . . . . .	Rs. 2.50 crores.
3. Labour and Employment . . . . .	Rs. 0.75 crores.
4. Health . . . . .	Rs. 0.25 crores.

(b) *Progress in the Second Plan*

94. The target in the Second Plan is for establishment of 80 after-care homes, 330 shelters and 100 production units. Sanction has already been issued for the establishment of the following Homes and Shelters:—

State	No. of Homes	No. of Shelters
1. Andhra . . . . .	3	10
2. Assam . . . . .	3	8
3. Delhi . . . . .	2	Nil
4. Kerala . . . . .	2	4
5. Madhya Pradesh . . . . .	1	2
6. Madras . . . . .	2	8
7. Punjab . . . . .	3	2
8. Orissa . . . . .	2	7
9. Rajasthan . . . . .	1	Nil
10. Himachal Pradesh . . . . .	1	2
	<hr/> 20	<hr/> 43

95. The following table shows the progress made in this respect so far:—

	Number of State Homes	Number of District Shelters	Number of production units	Number of benefi- ciaries
From April, 1956 to August, 1957 . . . . .	20	42	20	10,000
Estimated at the end of the second plan period (March 1961) . . . . .	80	330	80	40,000

96. The Committee understand that the Home Ministry is the chief co-ordinating authority in distributing Central grants directly to the States for establishment of after-care homes and shelters and that the Central Social Welfare Board assists the Ministry of Home Affairs in examining these schemes and gives necessary technical advice to the Ministry of Home Affairs and the State Governments. *The Committee do not appreciate the necessity of troubling the Home Ministry in dealing with matters connected with welfare of women and children, especially when there is a specialised agency, the Central Social Welfare Board, in existence for that purpose. The Committee recommend that all work connected with welfare of women and children at the Centre should be done by one agency viz. the Central Social Welfare Board. This should include the distribution of grants. The Committee further suggest that the number of after-care homes to be established in a State should not be on a flat basis but should be in proportion to the population.*

### E. Welfare of the Handicapped

97. The Central Social Welfare Board has not so far sponsored any welfare programme of its own for the benefit of the physically handicapped persons except the registration and reference service meant for registering the physically and mentally handicapped men, women and children in the rural Welfare Extension Projects and referring these cases to Project Implementing Committee for necessary action. The Central Board at its 15th meeting in 1956 considered the recommendations of the Seminar on employment of the blind held at Mussoorie in April, 1955 and accepted the three specific recommendations for (i) offering opportunities for training and employment to suitable blind persons in the industrial co-operative units under the Urban Family Welfare Schemes; (ii) finding employment for them in some of the production units under the after-care pro-

gramme and (iii) for giving grants to start and run hostels for the working blind.

98. The representative of the Ministry further informed the Committee that the Central Social Welfare Board has made some progress in giving generous grants for establishment of residential nursery schools for the physically handicapped persons. The Board was also collecting information regarding blind and deaf persons for employment in suitable production units according to their training and aptitude.

99. The Sub-Committee of the Estimates Committee which visited a number of rural Welfare Extension Projects found that at none of the Centres visited by them, there was proper registration of the handicapped persons. Even a survey was not made so far in all the villages under the Centre to assess the number of such persons. *The Committee, therefore, recommend that a proper survey should be made to assess the number of handicapped men, women and children in all the villages covered by the welfare extension projects in rural areas and their proper registration should be done at each Centre so that the extent of the problem in rural areas is known and suitable measures taken for their assistance and rehabilitation. The Committee suggest that the assistance of the Community Development Organisation, may also be taken for this purpose.*

100. *The Committee further recommend that the Ministry should take speedy decisions on the recommendations of the seminars on employment of the blind and on education of the deaf and sponsor suitable schemes on the lines recommended by the Seminars to be implemented by the Central Social Welfare Board.*

## V. GRANTS-IN-AID TO VOLUNTARY WELFARE INSTITUTIONS

### A. Preliminary survey and programme for aid

101. One of the functions of the Central Social Welfare Board is to render financial aid to deserving existing institutions on terms to be prescribed by the Board and to promote the setting up of welfare organisations on a voluntary basis where they do not exist. In pursuance of these objectives, the Central Social Welfare Board immediately after its constitution in August 1953, appointed 3 panels composed of well-known women social workers to conduct a country-wide survey of social welfare organisations in the field of welfare of children, women, the handicapped and the delinquents. The members of the panels toured the country, visited about 500 institutions and made recommendations about the work of a number of institutions in each field. Further, the Central Social Welfare Board at its first meeting also decided the following order of priorities for sanctioning grants-in-aid to welfare organisations, the main categories of which are also indicated under each priority order.

#### (i) *Welfare of children.*

Foundling homes, orphanages, homes for the children of working mothers, short-stay homes for children of needy families, *creches*, equipment for pre-primary schools, infant health centres, cultural and recreational centres for children, children's libraries, hobby clubs and institutions and services, for needy children (waifs, strays etc.)

#### (ii) *Welfare of women*

Institutions for the care and protection of destitute women, homes for women in distress such as deserted widows etc., homes for rescued women (including reception homes, shelters etc., maternity centres and services, social education centres for women including literacy classes, women's clubs, arts and crafts centres, recreational activities for women and hostels for working women etc.

#### (iii) *Welfare of the Handicapped.*

Institutions for the care, education and rehabilitation of the physically and mentally handicapped, schools for children in need of special instruction (mentally retarded or those who have been under long hospitalised treatment).

#### (iv) *General Welfare*

Homes for the aged and infirm, including residential institutions or service centres, services in the field of after-care and social and moral hygiene etc.

102. In deciding on the category of institutions to be aided by the Board, it was agreed that institutions whose activities legitimately fall



within the purview of the welfare activities sponsored or aided by the Ministries of Education, Home Affairs, Health and Labour, should, as far as possible be excluded from the Board's grants-in-aid schemes. To avoid overlapping and duplication of assistance given by the Board and by other Ministries, a mutual exchange of lists of aided institutions was agreed upon.

103. Institutions aided by the State Governments, local bodies or public trusts were also kept outside the scope of the Board's aid programme. *The Committee suggest that such institutions may also be given suitable assistance on a graded scale, if they are found to be doing useful social work.*

### B. Allocation of Assistance

104. In the beginning the Central Social Welfare Board had decided that no institution could receive a grant in a single year exceeding Rs. 15,000 which was subject to the condition that the aided institutions would raise a contribution either from their own resources or from the Central Government, State Government or a local body which would be over and above their normal income to match the grant made by the Board. Upto March 1956, the grant given to an institution was limited to one year without a guarantee of a grant for a subsequent year. For the Second Plan period, however, it was decided by the Board that the well established institutions should be given grants for the whole period, so that they could plan out a scheme of work without undue financial worries. According to the allocation of assistance, the Central Social Welfare Board divided the institutions in the following four categories:—

*Category 1.*—For improving the quality and standard of work of some selected institutions both in their present field and for starting new activities, assistance will be given for the full five year period to each, subject to a ceiling of Rs. 50,000 for the entire period.

*Category 2.*—For programmes to be undertaken by new institutions, assistance will be given for the full five year period to each subject to a ceiling of Rs. 50,000 for the entire period.

*Category 3.*—For improving the quality of work of a number of institutions with less development capacity than those in (1) above, assistance will be given for the full five year period to each subject to a ceiling of Rs. 25,000 for the entire period; and

*Category 4.*—For other smaller institutions, grants will be given for a year at a time subject to the ceiling of Rs. 3,000 per year ordinarily.

105. The Committee learn that special needs of different States with reference to their backwardness, the size of their population and the number of institutions of various types already existing in them were kept in view. When grant for institutions falling under categories 1, 2 and 3 is for shorter period, the ceiling mentioned is correspondingly lower.

106. The criteria laid down for giving aid and the conditions of grants are given in Appendix VII.

107. All applications for grants-in-aid are submitted in duplicate on a prescribed form to the Chairman of the Social Welfare Advisory Board of the State concerned and one copy of the Central Board. The branches of all India organisations are expected to forward an additional copy to their own headquarters which is forwarded to the State Board along with the recommendations of the parent organisations. The applications are scrutinised by the State Board and thereafter the institutions are visited by the Members or Officers of the State on the Central Board. Applications sent direct to the Central Board without a copy being submitted to the State Board concerned are not entertained.

108. The applications of the institutions thus visited are considered by the State Board and forwarded with recommendations to the Central Board. The Central Board, according to a recent decision, considers the applications at two meetings in a year, one in February or March and then in July or August. State Boards have to send their recommendations four to five weeks in advance of the Central Board's meetings for grant in order to allow time to analyse the information and to circulate it in a suitable form to the Members of the Central Board. After the meeting of the Central Board at which applications are considered and decisions taken, individual sanctions are communicated within two or three weeks of the meeting.

109. From the minutes of the 12th meeting of the Central Social Welfare Board held in February, 1956, the Committee note that the procedure for release of grants as reported by several institutions, involved a good deal of delay and inconvenience, in that the application forms were very elaborate and several institutions in rural areas could not follow as to what was required of them. Part of this difficulty was also stated to be due to the fact that the forms and correspondence were in English.

110. The representative of the Ministry informed the Committee that the conditions at present laid down were the very minimum necessary and that the procedure of sanctioning grants had been considerably simplified in recent years. Many of the difficulties were, however, due to the fact that the institutions did not send any audited statements at all. Previously the institutions were required to send audited statements of accounts for each instalment of grant prior to the release of a subsequent instalment which meant auditing of accounts twice in a year. Now even an unaudited statement was accepted for the purpose of releasing the second instalment and the audited statement could be furnished after the whole grant had been utilised. Further, the State Boards had been advised to arrange for a panel of Chartered Accountants who could audit the accounts of the institutions in their respective States at a reasonable fee. In spite of all this the institutions often failed to submit their statements properly in time. Much of the delay was thus due to the fault of the institutions themselves in not complying with the basic conditions.

111. *The Committee recommend that the feasibility of further simplifying the forms of applications for grants should be examined by the Central Social Welfare Board in consultation with the State Boards and the Finance Ministry so that there may be no grounds for complaint in that regard from the public. The suggestions of the voluntary institutions concerned may be invited and sympathetically considered. The Committee also recommend that the institutions should have option to fill in and prepare the forms in Hindi or other regional languages recognised by the Constitution according to the language of the region where the institution is located.*

112. *The Committee make the following further recommendations in regard to the grants-in-aid scheme of the Central Social Welfare Board:—*

- (i) *Wide publicity should be given to the grants-in-aid programme of the Central Social Welfare Board. The State Boards might be asked to prepare brochures in regional languages on the lines of the one prepared by the Central Social Welfare Board for the purpose. These might be forwarded to all the well-established welfare institutions in a State free of charge.*
- (ii) *While giving grants, special attention should be given to institutions working in backward areas. In case of areas where such institutions are non-existent, local people interested in the work should be contacted and encouraged by giving necessary guidance and financial help to start welfare institutions. Where such institutions are not sufficiently developed, their activities should be given the required impetus and direction.*
- (iii) *The welfare of the handicapped should engage greater attention of the Central Social Welfare Board than has been the case hitherto by way of giving liberal grants to the institutions catering to their needs.*
- (iv) *The Audit Report on the Accounts of Central Social Welfare Board for the year 1955-56 has pointed out several irregularities noticed during the course of local audit. For instance, several cases were noticed where grants were either not utilised for the purpose for which they were given or were spent on items other than those approved by the Board. The Committee suggest that suitable action should be taken by the Board to avoid their recurrence in future.*

### **C. Grants sanctioned in the First and Second Five Year Plans**

#### **(i) First Plan**

113. Since its inception in August 1953, till the end of the First Five Year Plan i.e. March, 1956, the Central Social Welfare Board sanctioned an amount of Rs. 75.12 lakhs as grants-in-aid to 2,186

welfare institutions, the number of grants sanctioned being 2,789. A statement showing the statewise and subjectwise break-up of grants sanctioned by the Central Social Welfare Board during this period is given as Appendix VIII.

(ii) *Second Plan*

114. During the Second Plan period, the Board proposes to give increased assistance to voluntary social welfare institutions and Rs. 4 crores have been reserved for that purpose. One of the main features of the assistance to be given during the Second Plan is the decision to give five year grants to certain categories of institutions in order to enable them to develop their services more intensively. Another important feature of this scheme is the Board's decision to assist voluntary institutions in developing new services. The Central Social Welfare Board has selected 478 voluntary social welfare institutions for the five year grants in Second Plan in order to enable them to become model institutions in the field of child welfare, women welfare and welfare of the physically, mentally and socially handicapped. A statement showing grants sanctioned statewise by the Central Social Welfare Board to voluntary welfare institutions for the plan period is given as Appendix IX.

115. The following table shows at a glance the number of institutions helped till August 1957, the amount of grants sanctioned and the position as it is expected to be at the end of the Second Plan period:—

	Total No. of Institutions helped	Total amount sanctioned (Rs. in lakhs.)
August, 1953 to February, 1956 . . .	2,186	75·12
March, 1956 to August, 1957 . . .	1,928	120·05
	<hr/> 4,114	<hr/> 195·17
As estimated at the end of the Second Plan period (March 1961).	7,000	375·12

116. In addition, grants totalling Rs. 79,950 were sanctioned by the Home Ministry to 59 voluntary institutions working exclusively or mainly for the welfare of Harijans during the period July, 1955 to August, 1957.

117. The Committee enquired whether any service standards had been laid down for the 478 institutions selected for the five year grants to enable them to develop into model institutions and if not what were the criteria for judging that the amount of grants given to such institutions was utilised in the best possible manner. The representative of the Ministry informed the Committee that no

standards as such were laid down and that there was no special machinery evolved for that purpose apart from the normal budget scrutiny and inspection but the Central Social Welfare Board was considering a proposal to undertake a study to find out what should be the minimum standards that could be laid down.

118. *The Committee are of the opinion that in addition to the general conditions laid down for sanctioning the grants, the Central Social Welfare Board should evolve a suitable machinery to lay down certain standards of service in the light of latest developments in other countries and it should keep in constant touch with the institutions and give them necessary expert advice and guidance so that their level of efficiency increases and best use is made of the grants given.*

#### D. Inspection

119. From the very beginning, it was made clear to the institutions that the expenditure incurred by them from the Central Board's grants would be subject to inspection by the Inspectors of the Board and by the Chairmen and members of the Central and State Boards or other persons authorised in that behalf. A cadre of inspecting officers was instituted in the Central Board for that purpose in February, 1954. These officers regularly visit the institutions aided by the Board, follow-up the utilisation of grants and submit reports to the Board. The State Boards have also now been authorised to appoint their own Inspecting and Welfare Officers to visit institutions and advise them on the maintenance of accounts. The Central Board's inspectors who are at present eight in number, including 4 women, supervise and co-ordinate the work of State Inspectors and Welfare Officers in the zones allotted to each.

120. The Committee understand from the audit report for 1955-56 that in the majority of cases that were scrutinised, inspection reports were not received and that there was some difficulty in getting the accounts audited by the Chartered Accountants.

121. *The Committee suggest that the report on activities should not be tied up with the certification of accounts and that the feasibility of associating local people viz., the Municipal Commissioners, M.L.As, and M.Ps. from the area concerned with the inspection of institutions and the assessment of their work should be examined by the Ministry.*

#### E. Auditing of Accounts

122. The auditing of the accounts of the Central and State Boards as well as the Welfare Extension Projects was entrusted to the Indian Audit Accounts Department but it was not possible for them to take up the auditing of accounts of voluntary institutions. Under the general instructions regarding audit, certification of accounts by

Chartered Accountants was necessary and some of the smaller institutions specially those in remote areas found it difficult to get certificates from Chartered Accountants. The Central Social Welfare Board at its 14th meeting held in August, 1956 considered this question and decided that each State Board might, by negotiation, constitute a panel of qualified auditors from all parts of the State on reasonable terms and that their services could be made available to institutions for the auditing of accounts relating to the Boards grants and not to their normal expenditure. In some cases, particularly of the smaller institutions receiving small grants, it might even be necessary for the State Board to bear the entire expenditure involved.

123. The Ministry informed the Committee that Social Welfare Boards in the States of Andhra, Kerala, Madhya Pradesh, Madras, Punjab and Uttar Pradesh were in touch with the respective regional Councils of the Institute of Chartered Accountants and some arrangements in that respect were expected to be made shortly. In the meantime, the feasibility of exempting institutions receiving small grants from having to get their accounts audited by a Chartered Accountant and for permitting such institutions to produce a certificate from a Gazetted Officer or other suitable person was being considered by the Central Social Welfare Board in consultation with the Ministry of Finance. *The Committee suggest that the proposed arrangements may be finalised early.*

124. The Committee understand from the audit report of the Central Social Welfare Board for the year 1955-56 that the audited accounts were not received before the next instalment of grant was sanctioned in about 51% of the grants sanctioned to the institutions in certain States. *The Committee consider that in such cases at least the report on the activities of the institutions for which grants were sanctioned should be obtained through inspecting staff or the Members of the State Board concerned and the audited statements may be called for after the whole grant had been utilised.*

## **VI. MISCELLANEOUS**

### **A. Co-ordination with other Ministries**

125. One of the specified functions of the Central Social Welfare Board is to co-ordinate the assistance extended to social welfare activities by various Ministries in the Central and State Governments. A brief note indicating the steps taken by the Board to effect co-ordination with the Ministries of the Government of India and other organisations connected with different aspects of social welfare is given as Appendix X.

### **B. Evaluation**

126. The Central Social Welfare Board requested the Planning Commission in May, 1955 to arrange for a proper evaluation of its activities by an independent body. The Planning Commission entrusted the work to the Programme Evaluation Organisation which secured the services of Dr. Mrs. Iravati Karve of the Poona University for that purpose. She has drawn up a suitable questionnaire and will soon undertake the preliminary survey. The representative of the Ministry further informed the Committee that after a preliminary survey by Shrimati Karve, it was proposed to appoint an expert committee to go thoroughly into the working of the Board's activities in the welfare extension projects. The total expenditure as estimated by the Programme Evaluation Organisation will be of the order of Rs. 40,000.

127. *The Committee suggest that the Programme Evaluation Organisation should be suitably strengthened so that it can make continuous evaluation of the activities of the Central Social Welfare Board on the same lines as it does for the community development blocks.*

### **C. Delegation of powers to State Boards**

128. The Ministry informed the Committee that decentralisation was a continuous process and powers were gradually being delegated to the State Boards. That was being done in the matter of supervision of welfare extension projects, in the framing of budgets, reappropriation within the budget etc. Similarly, under various other programmes, it had been possible to adopt many of the recommendations of the State Boards and it might be possible to delegate further powers in due course. Until recently the estimates furnished by the institutions assisted by the Central Social Welfare Board were being scrutinized in the Central Board's Office. It was now decided that the State Boards would henceforth do the work. The Ministry further added that the possibility of further delegation of powers to

State Boards was always borne in mind by the Central Social Welfare Board.

129. The question of delegation of powers to State Boards was considered at one of the meetings of the Board and it was proposed that in view of the vastly increased scope of the Central Board's programmes, the scrutiny of applications for grants and sanctioning of small grants should be left to the State Boards who had acquired sufficient experience to take up that responsibility. The Central Board could make available to State Boards, funds for the grants sanctioned by them. After discussion it was agreed that State Boards should be empowered to sanction all one year grants to smaller institutions within the ceiling of Rs. 3,000 and that the Government of India's sanction to that delegation should be obtained immediately. The delegation would be subject to the necessary safeguards e.g., (i) that every institution must be visited by a Member before its application was considered; and (ii) that a grant should be sanctioned only on the basis of a decision at a meeting of the full Board.

130. The Committee have suggested earlier that the State Social Welfare Advisory Boards should be placed in charge of all the social welfare work in the States and that the State Welfare Departments wherever they exist in States should be utilised to assist the Board. In view of this, *the Committee recommend that expeditious steps should be taken to delegate more and more powers to the State Boards not only in the matter of supervision of welfare activities in the State, but also in the matter of sanctioning grants to the welfare institutions functioning in the States and for developing such institutions.*

#### D. Publicity

##### (a) Expenditure

131. Since its inception, the Central Social Welfare Board has spent a total amount of Rs. 6,47,645·06 on its publicity programmes. The break up of the expenditure is as below:—

Heads of expenditure	1954-55	1955-56	1956-57	1957-58 (upto July 1957)
Salaries of staff and on publication programmes	30,453·62	75,003·31	77,376·00	25,792·00
Publication of Social Welfare and Samaj Kalyan and Regional Publicity	41,205·00	1,30,173·94	1,34,786·22	16,849·03
Production of documentary films	..	..	1,06,345·00	..
Exhibitions	..	..	..	9,660·94
<b>TOTAL</b>	<b>71,658·62</b>	<b>2,05,177·25</b>	<b>3,18,507·22</b>	<b>52,301·97</b>



132. The percentage of expenditure on publicity to the total expenditure incurred by the Board during these years works out as follows:—

1954-55	1.05%
1955-56	1.83%
1956-57	3.83%
1957-58 (upto July, 1957)	2%

133. As against a sum of Rs. 2,75,000 (revised estimates) on publicity in 1957-58, a sum of Rs. 3,30,000 has been provided in the budget estimates for 1958-59. The representative of the Ministry informed the Committee that the reasons for the increased provision on publicity in 1958-59 were mainly two: firstly, because payments were to be made during 1958-59 for documentaries produced earlier and, secondly, because of the increased provision made for regional publicity.

134. The Committee note that a provision of Rs. 1.5 lakhs was made in the year 1957-58 for purchase of films but the amount was not spent and no film was purchased. *The Committee suggest that due care should be exercised while making provisions in the budget and money should not be unnecessarily tied up which could otherwise be spent usefully by other Ministries. Further, the Committee recommend that utmost care should be exercised in spending money on publicity and that the expenditure should be kept to the minimum.*

(b) *Social Welfare and Samaj Kalyan*

135. The main vehicles of publicity of the Central Board's activities and programmes are the two monthly journals "Social Welfare" and "Samaj Kalyan" in English and Hindi respectively. The average print order for both the journals is 5,000 copies per month. About two-thirds of the copies are sold to subscribers and the remaining are distributed free to important public functionaries like Union Ministers, State Governors, Members of Parliament etc.

136. The following statement shows the expenditure and the income from the sale of the two journals for the years 1954-55 to 1956-57—

	Expenditure			Income from sale and advertisements		
	Rs.	A.	P.	Rs.	A.	P.
1954-55						
(Social Welfare only)	71,658	10	6	3,593	2	5
1955-56						
(Both for Social Welfare and Samaj Kalyan)	1,70,935	4	0	12,576	3	0
1956-57						
Both for Social Welfare and Samaj Kalyan)	1,69,147	0	0	23,438	0	0

137. From the above it appears that the Central Board had to subsidise these journals to the extent of Rs. 68,000 in 1954-55; Rs. 1,68,000 in 1955-56 and Rs. 1,45,000 in 1956-57. The representative of the Ministry informed the Committee that in order to reduce the cost to some extent, it was proposed to bring out these journals on cheaper paper. This would mean a saving of about Rs. 1,600 per month. Further, the Members of Parliament who were hitherto being supplied both these journals had been requested to indicate their preference for one of them and this would result in some saving.

138. *The Committee consider the expenditure incurred on the printing of both these journals to be on the high side and recommend that steps should be taken to make these journals self-supporting. With this end in view, the feasibility of reducing the number of copies for free distribution to the minimum should be examined and efforts should also be made to raise more funds from advertisements and by pushing the sale by making copies available at Railway book-stalls at important stations.. The Committee further suggest that the feasibility of amalgamating these journals with 'Kurukshetra' the Community Projects organ, should also be examined. To increase the circulation of these journals, the Committee recommend that copies of these two journals might be supplied to all the Universities, colleges, high schools and important libraries in the country at concessional rates so that the youth of the country might get to know the activities undertaken in the field of social welfare.*

#### (c) Regional Publicity

139. For the purpose of publicity in regional languages, the earlier system adopted by the Central Board was to subsidise private journals with a wide circulation for bringing out a supplement on the Board's programmes. Since April, 1957, it has been decided that State Boards should themselves bring out bulletins in local languages. For this purpose, the Central Social Welfare Board will pay to the State Boards actual expenses but not more than Rs. 300 per month per each language bulletin. So far, four State Boards have started bringing out the journals viz., West Bengal, Assam, Kerala and Madras State Boards. Other State Boards are expected to start this publication as soon as possible. *The Committee suggest that similar suitable ceiling should be fixed for the expenditure to be incurred on magazines and bulletins published by the Central Board itself.*

140. *The Committee appreciate this step and hope that all the State Boards will be able to publish their own bulletins in local languages giving information on the activities undertaken by them.*

#### E. Public Contributions

141. A statement showing the public contributions made in cash or kind in different States towards the working of the welfare extension projects during the years 1954-55 and 1955-56, is attached as Appen-

dix XI. From the figures in the statement, it appears that in several States, public contribution has been very meagre. The representative of the Ministry stated that although the target of 25% had not been achieved, there had been a reasonable response. In some States even more than 25% had been received and in others about 12% had been received.

142. *The Committee recommend that before starting a project, public co-operation should be enlisted to a reasonable extent and a continuous effort should be made to keep up that enthusiasm. As the ultimate aim is to hand over the welfare activities to the people themselves, the success of the Board's efforts would be very much dependent on the enthusiasm engendered among the people and the contribution made by them.*

#### **F. Accommodation for Project personnel**

143. The Central Social Welfare Board employs a large number of women workers who have to stay and work in villages. Difficulty was experienced in obtaining suitable living accommodation for these employees in villages. The Central Social Welfare Board, therefore, sponsored a scheme of giving grants for small buildings at each Centre which could provide room for the Centre's activities and living accommodation for two or three women workers. A sum of Rs. 1 crore was set apart for that purpose from the provision for grant-in-aid and upto August 1957, grants had been sanctioned for 616 Centres of the value of Rs. 18.85 lakhs. The land donated for these Centres comes to nearly 181.76 acres and other local contributions for the purpose amount to Rs. 9.27 lakhs. A statement showing the Statewise distribution of building grants sanctioned is given as Appendix XII.

144. The Sub-Committee of the Estimates Committee which visited the various welfare project centres found that arrangements for residential accommodation for two or three women workers had been made at some centres. *The Committee appreciate the steps taken by the Central Social Welfare Board in this direction and recommend that suitable arrangements might be made through the village panchayats for providing residential accommodation to all the women workers at each centre either in the campus of the centre itself or as near it as possible. This would eliminate the difficulties at present faced by the women workers for want of adequate living accommodation in the villages allotted to them and would, in fact, enable them to give constant and full time attention to their work. The Committee further suggest that suitable grants-in-aid may be given to the panchayats for this purpose.*

#### **G. Conclusion**

145. With the advent of freedom the aim of the Government has changed from that of a "law and order State" to one of a "Welfare State". The various social welfare activities play an important part

in effecting this change. The role which the Central Social Welfare Board has to play in bringing about social reconstruction of the country cannot, therefore, be exaggerated. It is obvious that intelligent and educated women are more suited to participate in the social welfare activities specially those which deal primarily with women and children. *The Committee are, therefore, glad that the various social welfare activities at the Central, State and Project levels are mainly in the hands of women.*

146. The Sub-Committees of the Estimates Committee which visited a few projects were favourably impressed with the enthusiasm and interest shown by a number of women workers in the social welfare work. This enthusiasm and interest is, however, not evinced to the same extent in all the States. *The Committee feel that the activities undertaken by the Central Board not only give ample opportunity to women to show their talent in a sphere specially suited to them, but also that they serve as an inspiration to a large number of women in villages who come under the impact of these activities.*

147. *It is true, no doubt, that the results achieved so far, and the area covered, are small compared to the vast field that still lies uncovered; but the Committee hope that with the experience gained so far and with the co-operation of the Ministry of Community Development, it will be possible for the Central Social Welfare Board to make its full contribution towards achieving the goal of a welfare State by translating the Constitutional Directives of State policy into actual practice.*

BALVANTRAY G. MEHTA,

Chairman,

Estimates Committee.

NEW DELHI;

*The 23rd April, 1958.*

## APPENDIX I

(Vide para 9)

### MINISTRY OF EDUCATION

*Resolution dated the 12th August, 1953 setting up the Central Social Welfare Board*

No. F. 2-6/53-D. 2.—In the Five Year Plan, a provision of Rs. 4 crores has been made with the object of giving assistance to voluntary Social Welfare Organisations throughout the country to maintain and develop their existing programmes and to dovetail them into the general pattern as laid down in the Five Year Plan. This was considered necessary because public co-operation, and the enthusiasm of voluntary workers in particular, have a very large part to play in the fulfilment of the Plan. In order to implement the programme, the Government of India have set up a Central Social Welfare Board consisting of representatives of Social Welfare Organisations, Members of Parliament as well as representatives of the Ministries of the Government of India actively concerned with the Social Welfare Programme.

2. (1) The composition of the Central Social Welfare Board will be as follows :—

1. Smt. Durgabai Deshmukh—*Chairman*.
2. Smt. John Matthai.
3. Smt. Indira Gandhi.
4. Dr. Krishnabai Nimbkar.
5. Smt. Sujata Das.
6. Smt. Maniben Vallabhbhai Patel, Member, House of the People.
7. Dr. J. M. Kumarappa, Member, Council of States.
8. Shri K. G. Saiyidain, Representative of the Ministry of Education.
9. Lt. Col. C. K. Lakshmanan, Representative of the Ministry of Health.
10. Dr. S. T. Merani, Representative of the Ministry of Labour.
11. Shri E. Kolet, Representative of the Ministry of Finance.

(2) *Functions*.—The functions of the Central Social Welfare Board will be generally to assist in the improvement and development of social welfare activities and in particular :

- (a) to cause a survey to be made of the needs and requirements of Social Welfare Organisations ;
- (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 ;

- (d) to promote the setting up of Social Welfare Organisations on voluntary basis in places where no such organisations exist ;
- (e) to render financial aid, when necessary, to deserving organisations or institutions on terms to be prescribed by the Board.

The Government of India will make grants to the Board, from time to time, for carrying on its activities in terms of its rules and regulations, and byelaws approved by the Government of India. **[**

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## APPENDIX II

(Vide para 11)

### *Present composition of the Central Social Welfare Board*

1. Shrimati Durgabai Deshmukh—*Chairman*
  2. Shrimati Indira Gandhi
  3. Shrimati Zarina Currimbhoy
  4. Shrimati Achamma John Matthai
  5. Shrimati Lavanya Prova Dutt
  6. Shrimati Dhanvanti Rama Rao
  7. Shrimati Bedavati Buragohain, Member, Rajya Sabha
  8. Kumari Maniben Patel, Member, Lok Sabha
  9. Shri K. G. Saiyidain, Representative, Ministry of Education and Scientific Research
  10. Shri A. S. Naik, I.C.S., Representative, Ministry of Community Development
  11. Shri D. S. Nakra, Representative, Ministry of Finance.
  12. Lt. Col. C. K. Lakshmanan, Representative, Ministry of Health
  13. Shri P. P. Agarwal, Representative, Planning Commission
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### APPENDIX III

(Vide para 20)

*Statement showing the details of payments made by the State Governments to the State Social Welfare Advisory Boards during the last 3 years*

State	Year	Towards State Boards offices	Towards Welfare Extension Projects
1	2	3	4
1. ANDHRA . . . . .	1954-55	12,000	24,000
	1955-56	13,300	55,500
	1956-57 (end of December, 56)	6,000	40,000
Hyderabad . . . . .	1954-55	3,370	25,000
	1955-56	15,000	40,000
	1956-57 (end of December, 56)	Nil	Nil
ANDHRA	<i>After reorganisation</i>		
		15,000	76,118
2. ASSAM . . . . .	1954-55	4,199	67,680
	1955-56	8,004	57,871
	1956-57	12,244	1,10,756
3. BIHAR . . . . .	Lump-sum received in January 1957, Rs. 1,09,438 which has been apportioned as follows for :—		
	1954-55	} 11,000	98,437.50
	1955-56		
	1956-57		
4. BOMBAY	(I) <i>Amount remitted by the former Madhya Pradesh Govt. prior to reorganisation</i>		
	1954-55	11,250	1,18,613
	1955-56	9,988	2,65,237
	1956-57	10,000	1,10,000



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I	2	3	4
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(II) *Amount remitted by the former Saurashtra State Govt.  
Prior to reorganisation*

1954-55	4,930	49,460
1955-56	9,368/11/-	1,03,400
1956-57	3,000	25,000

(III) *Amount remitted by the former Kutch State Govt.  
Prior to reorganisation*

1954-55	2,000	3,000
1955-56	9,430	23,750

(IV) *Amount remitted by the former Bombay State Govt.  
Prior to reorganisation*

1955-56	..	60,678;2/-
1956-57	..	10,594

(V) *Amount remitted by New Bombay State Govt. after  
reorganisation*

1956-57 for Bombay region	16,472	81,676
1956-57 for Vidarbha region	2,233	46,682
1956-57 for Saurashtra region	1,853	73,200
1957-58 for consolidated Bombay State	38,604	2,15,300

5. KERALA

1954-55	7,730	9,000
1955-56	10,250	54,610
1956-57	6,000	65,000
Till Sept. '57	2,000	18,000

After reorganisation, the State Government released Rs. 27,500 for Projects and Rs. 2,000 for State Board office.

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1	2	3	4
<b>6. MADHYA PRADESH</b>			
Madhya Bharat	1954-55	5,100	1,400 for one project.
	1955-56	10,500	65,420 for eight projects.
	1956-57	14,050	88,547
	1957-58	Nil	Nil
Vindhya Pradesh	1954-55	3,250	29,450
	1955-56	7,200	86,624/13/6
	1956-57	9,690/11/6	48,202/4/6
	1957-58	Nil	Nil
Bhopal State	1954-55	1,500	15,500
	1955-56	8,570	14,430
	1956-57	8,350	44,468
	1957-58	Nil	Nil
Old Madhya Pradesh	1954-55	Not available	73,896/8/- (for 14 projects).
	1955-56	Not available	82,420/8/- (for 14 projects).
	1956-57	16,700	1,12,931 (for 14 projects)
	1957-58	Nil	Nil
<b>7. MYSORE</b>			
	1954-55	6,000	Nil
	1955-56	12,050	57,135
	1956-57	9,000	67,500
	March to Sept. 1957.	6,000	1,10,000*
<b>8. ORISSA</b>			
	1954-55	4,500	50,000
	1955-56	10,375	84,250
	1956-57	13,946	86,054
	Till Sept. '57	14,575	75,425
<b>9. PUNJAB STATE</b>			
	1954-55	..	..
	1955-56	9,845	50,794
Pepsu	1954-55	2,000	1,27,590
	1955-56	10,000	74,608

\* This includes amount received in respect of new districts also.

1	2	3	4
<i>After re-organisation, contribution by the Punjab Government</i>			
	1956-57 (for ex-Pepsu area)	6,000	59,000
	1956-57	20,000	10,000
	1957-58	No amount released so far by the State Government during the current year.	
10. RAJASTHAN	1954-55	Nil	Nil
	1955-56	Nil	37,200
	1956-57	16,842/7/-	29,624/5/-
AJMER	1954-55	3,750	Nil
	1955-56	6,118/12/-	10,876/4/-
	1956-57	2,415/15/-	Nil
11. UTTAR PRADESH	1954-55	8,811	9,716
	1955-56	10,909/15/3	98,078/13/9
	1956-57	17,702/3/9	1,74,222/10/3
12. JAMMU & KASHMIR	1954-55	990	Nil
	1955-56	5,510	13,500
	1956-57	6,530	32,177
13. DELHI	Dec. '54 to 31st March '55	2,500	21,700
	1955-56	8,145	56,748
	1st April, '56 to 31st Aug. '56	714	4,285/11/5
<i>After re-organisation</i>			
	1st Dec. '56 (Rs. 65,000/- to 31st March, '57	(Rs. 65,000/- Separate amounts not specified for State Board Office and Welfare Extension Project).	
	1st April, '57 to 20th Sept. '57.	Nil	Nil
14. HIMACHAL PRADESH	1954-55	5,800	6,210
	1955-56	8,000	7,260
	1956-57		
	(A) Before re- organisation	1,500	6,250

1	2	3	4
	(B) After re- organisation 1957-58	5,500 2,000	5,250 23,900
15. MANIPUR	1956-57 (State Board grant rece- ived for the first time)	5,700	31,692
16. WEST BENGAL	1954-55 (August '54 to March '55 1955-56 1956-57 1957-58	10,500  1,97,978 2,89,000 3,27,000	57,660  13,440 17,000 17,000
17. TRIPURA	No cash grants have been made by the State Government as matching contribution. But during the years 1955-56, 1956-57, and 1957-58 contribution in the shape of part time services of Government servants and accommodation of Board's office in Government rented building have been provided during the period 1955 to 1957.		
18. MADRAS	1954-55 1955-56 1956-57	6,530/9/9 12,863 12,000	22,795 64,882/14/- 60,801
19. PONDICHERRY	1954-55 1955-56 1956-57	2,000 24,000 41,000	Both for Wel- fare Extension Project and State Board. Amounts se- parately not specified.

# APPENDIX IV

(Vide PARA 35)

*Budget estimates of the Central Social Welfare Board for the years 1957-58 and 1958-59 as compared to the actuals for 1956-57*

Head of Account	Actuals for 1956-57	Budget Estimates for 1957-58	Revised Estimates for 1957-58	Budget Estimates for 1958-59
1	2	3	4	5
	Rs.	Rs.	Rs.	Rs.
A.I.—Grant-in-aid to Voluntary institutions . . . . .	24,53,417 4 0	40,00,000	40,00,000	40,00,000
A.II.—Grants to Project Buildings . . . . .	4,49,250 0 0	10,00,000	10,00,000	15,00,000
A.III.—Grants to Welfare Extension Projects . . . . .	32,55,500 0 0	90,00,000	81,00,000	130,00,000
A.IV.—Grants to State Social Welfare Advisory Boards . . . . .	3,13,202 0 0	4,25,000	4,00,000	4,50,000
A.V.—Training Scheme . . . . .	8,95,240 6 0	10,00,000	10,00,000	8,00,000
A.VI.—Purchase of Jeeps for projects including freightage . . . . .	1,11,085 11 0	31,00,000	19,00,000	20,00,000
B.I.—Pay and allowances of Officers . . . . .	58,349 5 0	1,00,000	55,800	81,000
B.II.—Pay and allowances of Establishment other than Publicity staff . . . . .	3,47,394 1 0	3,75,000	3,28,000	3,28,000
B.III.—Pay and allowances of the Publicity staff . . . . .			96,000	98,000
C. Travelling allowances of Officers, Members and staff . . . . .	37,671 6 0	75,000	60,000	60,000
D. Contingencies and other charges . . . . .	1,34,520 1 9	1,60,000	1,63,000	1,50,000
Details of Contingencies (1958-59)				
Postage . . . . .	12,000			
Stationery . . . . .	25,000			
Books and Periodicals . . . . .	3,000			
Office Equipment and Furniture . . . . .	5,000			
Temporary advances . . . . .	7,000			

1	2	3	4	5
Uniform to Class IV staff . . .	3,000			
Petrol and accessories for staff cars . . .	7,000			
Telephone . . .	6,000			
Conveyance . . .	2,000			
Rent for office Building . . .	33,000			
Medical charges of staff . . .	8,000			
Audit charges . . .	1,000			
Railway travel concession to staff . . .	10,000			
C.P.F. contribution of the Board to employees . . .	20,000			
Chairman's Conference and Miscellaneous . . .	8,000			
	<u>1,50,000</u>			
E. Publicity . . .	2.41,131	3 6	4.50,000	2.75,000
Details of Publicity (1958-59)				3,30,000
Regional Publicity . . .	,65,000			
Journal of the Central Board . . .	75,000			
Films . . .	1,50,000			
Advertisements, Posters and Exhibitions . . .	,40,000			
	<u>3,30,000</u>			
Reserve for taking up any new Schemes . . .	3,15,000	0 0		
TOTAL . . .	82,96,761	15 6	2,00,00,000	1,73,78,400
			2,27,97,000	
	or say 1,73,80,000/- or say 2,28,00,000/-.			

## APPENDIX V

(Vide para 38)

*A brief note indicating the method of recruitment of each category of staff for Social Welfare Work.*

### *(a) Office Staff*

The Central Social Welfare Board is competent to create any post maximum pay of which does not exceed Rs. 500 per month. Recruitment for the staff of the Central Social Welfare Board for posts above Assistants is made by the Standing Committee of the Board and for the posts of Assistants and below by the Chairman and other Officers of the Board. The recruitment for the posts where maximum salary exceeds Rs. 500 is done by a Selection Committee subject to the approval of the Government of India. The vacancies are advertised in the first instance and the applicants are selected after interview. The State Boards recruit their own office staff through a Selection Committee which interview and select candidates for vacancies after advertising. There are rules with regard to Provident Fund, leave and various other matters for all office staff but they are not treated as Government servants. A statement showing the scales of pay of various Officers and staff is enclosed as Annexure.

### *(b) Inspectors and Welfare Officers*

The Central Social Welfare Board has also appointed Inspecting Officers at the Centre and one Inspector and one Welfare Officer in every State who inspect the Centres occasionally and submit reports to the State Board and the Central Board. Inspectors and Welfare Officers in the States are in a uniformly fixed scale of Rs. 225—10—275—15—350 and are appointed and paid by the Central Social Welfare Board. The Inspectors are qualified in accounts and audit and check the accounts of the Projects. The Welfare Officers are responsible for the over-all organisation of the Welfare Extension Projects in their State. They study the contents of the programme techniques and evaluate the services rendered with a view to improving the standards or programme and activities conducted at the Centres.

### *(c) Field Staff*

#### *Gram Sevikas*

Gram Sevikas are recruited by the respective State Social Welfare Advisory Boards. The vacancies are advertised well in time and after a preliminary selection, candidates are interviewed by a Committee of the State Board on which representatives of the institutions undertaking the training are also represented. The minimum educational qualification for candidates is 8th standard pass or its equivalent, preference being given to matriculates, widows and deserted wives and the age limit is 20 to 30 years subject to the condition that the maximum age limit may be raised to 35 years wherever necessary.

### *Midwives*

Midwives are also recruited by the State Boards like Gram Sevikas. The minimum educational qualification is seven years of schooling and the age limit is 17 to 30 years.

### *Mukhya Sevikas*

Mukhya Sevikas (Chief Welfare Organisers) are also recruited by the respective State Boards in the same way as Gram Sevikas. The minimum educational qualification is Graduate with at least two years' experience in an administrative or supervisory capacity in a welfare organisation or a recognised teaching or social service diploma with some teaching or social service experience.

### *Dais*

*Dais* are recruited by the respective Project Implementing Committees. No educational qualification is prescribed but they should be selected from among those who are usually known as the *Dai* class.

Before joining course, selected candidates in different categories have to sign a bond agreeing to serve in a Welfare Extension Project for a minimum period of three years after successful completion of training. Other conditions of service for fully trained candidates are the same as for corresponding trained personnel under the State Governments in matters like pay, allowances, leave etc. Staff without the full training are regarded as "untrained" and for them the State Boards are competent to devise suitable scales of pay at 20% lower than the scales for fully trained staff.

### *After care Supervisors*

The State Social Welfare Advisory Boards in association with the respective State Governments invite applications and interview the candidates. The final selection is made by the Central Social Welfare Board in association with the Ministry of Home Affairs. It was decided that Senior Supervisors should be on the same scale of pay as that for class II Gazetted posts of the respective State Governments and Junior Supervisors on a scale roughly 20% lower. The range of pay indicated by the Home Ministry to the State Governments was Rs. 250—500 for Senior Supervisors and Rs. 200—400 for Junior Supervisors but this was not prescribed as a scale common to all States. Most of the State Governments are adopting this basis.

The candidates selected for training are required to furnish a bond to the effect that after successful completion of training, if offered employment within 3 months they would serve in any Home or Shelter anywhere in India for at least three years else they would refund the amount spent on their training.



## ANNEXURE

### *Scales of pay of various officers and staff of the Central Social Welfare Board*

<i>Designation</i>	<i>Scale of pay</i>
	Rs.
Chairman . . . . .	2,000/-
Secretary . . . . .	1,100—60—1,800
Executive Editor . . . . .	720—40—1,000
Asstt. Editor (English) . . . . .	300—25—500
Asstt. Editor (Hindi) . . . . .	350—25—500—30—620
Administrative Officer . . . . .	530—30—800
P.S. to Chairman . . . . .	400—25—500
Inspecting Officer . . . . .	350—25—500
Superintendents . . . . .	350—25—500
Research Officers . . . . .	275—25—500
Asstt. Superintendents . . . . .	275—25—450
Accountant . . . . .	160—10—330
Production Assistants . . . . .	(i) 250—15—400 (ii) 250—10—300—15—450
Artist . . . . .	300—20—400
Technical Assistants . . . . .	160—10—300—15—450
U.D.Cs. . . . .	80—5—120—8—200—10—220
L.D.Cs. . . . .	60—3—85—4—120—5—130
Stenographers (Senior) . . . . .	160—10—330
Stenographers (Junior) . . . . .	80—5—120—8—200—10—220
Steno-typist . . . . .	60—3—85—4—120—5—130 (plus Rs. 20/- allowance).
Translator . . . . .	160—10—330
Drivers . . . . .	60—5/2—75
Gestetner Operator . . . . .	60—5/2—75
Peons . . . . .	30—1/2—35
Daftry . . . . .	35—1—50
Sweepers . . . . .	30—1/2—35
Chowkidars . . . . .	30—1/2—35
Packers . . . . .	30—1/2—35

## APPENDIX VI

(Vide Para 77)

*Brief particulars of the Match Factory Project started in Delhi by the Central Social Welfare Board.*

To begin with, the Board set up an advisory committee in Delhi under the Chairmanship of Mrs. Tara V. Pai to examine the proposal and to formulate a scheme. As a result of this examination it was decided to set up a pilot project in the form of a match factory in Delhi on a co-operative basis. With the help and co-operation of the Commerce and Industry Ministry, an industrial co-operative for starting the project in Delhi was set up under the name of Family Welfare Co-operative Industrial Society Ltd., and the same was registered on November, 24, 1954.

The establishment of the match factory was decided on the advice of the Commerce and Industry Ministry because the match industry had the advantage that it could be set up on a small scale and a large number of processes in that can be carried on by women workers in their homes. The factory went in production in May 1955 and is designed to provide employment for 500 women workers about half of whom can have the facility of working in their homes. A managing committee to look after the affairs of the co-operative was appointed under the Chairmanship of Shrimati Maniben Patel with representatives of the Government of India and of the Central Social Welfare Board. The Ministry of Commerce and Industry gave a grant of Rs. 2.5 lakhs to the co-operative for running the factory and a grant of Rs. 63,000 for training the workers.

The output of this unit has been about 1700 gross matches per month and the Managing Committee has made arrangement for marketing the produce through the marketing organisation of the Government of India.

## APPENDIX VII

(Vide Para 106)

*Criteria laid down by the Central Social Welfare Board for giving aid to voluntary welfare institutions and conditions of grants*

### *Criteria for giving aid*

The criteria for selecting institutions falling under categories 1 and 2 are as under:—

- (a) Established standing *e.g.*, 10 years of continued work for category (1) and 5 years for category (3);
- (b) A regularly constituted Managing Committee;
- (c) Existence of suitable assets, including buildings;
- (d) Present level of activities of the institution as expressed in terms of expenditure;
- (e) Estimated capacity for raising matching contribution in addition to maintaining present level of activities and meeting expenditure thereon;
- (f) Availability of suitable technically trained personnel and equipment, and
- (g) Need for a particular service in each area;
  - (i) ensuring the avoidance of duplication within a reasonable distance; and
  - (ii) ensuring that the same nature of service will be available for all parts of the country at fairly equal distance.

Grants to a newly established institution in category (2) will be made only if the following conditions are fulfilled:—

- (i) The bonafides of the organisation should be clearly established;
- (ii) The institution should be registered;
- (iii) The prospects of its raising the necessary matching contribution should be ensured and the programmes should be undertaken at the Central Social Welfare Board's instance or with the Board's prior approval;
- (iv) The institution should establish the need for starting these programmes in a particular area;
- (v) The institution should satisfy the Board about the availability of trained personnel to run the new scheme, keeping pace with the proposed programme.

### *Conditions of Grants.*

The grants given by the Central Social Welfare Board are subject to the following conditions:—

1. Only one grant is given to an institution at a time whether for the full five year period or for a year at a time. Each institution

should make only one application stating all the purposes for which a grant is requested and the amount for each grant.

In cases where the same management conducts several activities at different places, and each of such activity is of a considerable size in terms of the level of expenditure, each such activity will be considered for a separate grant as for a separate institution. Similarly, different branches of an organisation working in different places with separate Managing Committees will be considered as separate institutions.

2. The grant should be utilised on the programme approved by the Board and should not be used for purposes other than those for which it is sanctioned.
3. A grant is sanctioned to an institution only if it is open to all communities.
4. All institutions applying for aid must be registered under the Societies Act XXI of 1860 or other appropriate Act. Regularly constituted branches of a registered organisation need not be registered individually but an institution which is merely affiliated to a registered organisation without being a branch, should get itself registered separately.
- In case an institution is not registered at the time of application, it should get the registration complete before the grant sanctioned by the Board is released.
5. The institution should exercise utmost economy in its expenditure. Purchase of material, equipment and particularly fixation of salaries of its employees should be regulated with this end in view.
6. The institution should maintain separate accounts for the Board's grant in order to facilitate inspection of such accounts.
7. The Board's grant is not intended to replace in any manner whatsoever the funds that the institution has been collecting and spending on its normal activities during the previous years.
8. Every institution asking for aid has to ensure the continuance of its present level of activities during the period for which the Board's grant is available. In addition, it has to raise enough matching contribution to complete the programme for which aid is given.

(i) The programme proposed to be undertaken by an institution in categories (1) or (2) should involve an expenditure of at least Rs. 75,000 - for a period of five years in order to qualify for the maximum aid from the Board that is Rs. 50,000 - for a period of five years. Where a smaller grant under either of these categories is sanctioned, the size of the programme should be at least one and a half times the amount of the grant.

(ii) The programme proposed to be undertaken by an institution under category (3) should involve an expenditure of at least Rs. 50,000 - for a period of five years in order to qualify for the maximum grant from the Board i.e. Rs. 25,000

for a period of five years. Where a smaller grant is sanctioned under this category, the size of the programme should be at least twice the amount of the grant.

- (iii) For institutions in category (4), those less than three years' old on the date of application have to raise a matching contribution equal to the amount of the grant sanctioned. In case of those more than three years old, the expenditure on the maintenance of the present level of activities and on items relatable to the approved programme is treated as matching contribution provided it is at least equal to the amount of the grant sanctioned. In case the average expenditure on the present activities of the institution is less than the grant sanctioned, the institution has to raise the balance of the amount during the year.
  - (iv) In case of institutions of all categories, matching contribution may be in the form of cash, kind and voluntary services necessary for the implementation of the approved scheme. The exact proportion in which these forms of contributions will be reckoned will be decided by the Central Social Welfare Board on the merits of each case, but in no case will be the matching contribution in the form of voluntary services be reckoned in excess of half the contribution necessary.
9. A statement of accounts audited by a Chartered Accountant covering the expenditure against the Board's grant, matching contribution and the expenditure on the normal activities of the institution during the year is to be sent to the Central Social Welfare Board with a copy to the State Social Welfare Advisory Board.
  10. Grants to voluntary organisations working exclusively or mainly for the welfare of Harijans, are made by the Ministry of Home Affairs on the recommendations of the Central Social Welfare Board. These are subject to the same conditions and procedure as followed in respect of other grants.

# APPENDIX VIII

(Vide Para 113)

*Statement showing the State-wise and subject-wise break up of grants sanctioned by the Central Social Welfare Board in the first Plan Period.*

State	Childrens' Welfare		Women's Welfare		Welfare of the Handi- capped		General Welfare		Grand Total	Total No. of grants	Total number of institutions including Missionary institu- tions and Training Schemes
	No. of grants	Amount san- ctioned	No. of grants	Amount san- ctioned	No. of grants	Amount san- ctioned	No. of grants	Amount san- ctioned			
1	2	3	4	5	6	7	8	9	10	11	12
		Ra.		Ra.		Ra.		Ra.	Ra.		
Assam . . . . .	48	57,800	33	75,500	4	30,000	72	1,91,500	3,54,800	157	135
Andhra . . . . .	45	1,13,500	87	3,10,316	1	1,000	51	2,01,125	6,25,941	184	132
Bihar . . . . .	14	53,600	10	38,800	7	23,500	27	79,500	1,95,400	58	46
Bombay . . . . .	93	3,25,470	53	3,98,860	57	2,55,780	120	3,13,363	12,93,473	423	336
Madhya Pradesh . . . . .	75	1,04,000	61	1,91,000	16	80,500	33	55,800	4,31,300	185	150
Madras . . . . .	116	3,46,300	50	1,47,750	22	70,500	61	1,78,000	7,42,550	249	192
Orissa . . . . .	14	38,150	18	43,000	1	3,000	22	48,200	1,32,350	55	40
Punjab . . . . .	20	48,000	28	57,500	6	23,300	21	40,000	1,68,800	75	58
Uttar Pradesh . . . . .	18	50,000	38	1,27,000	24	1,19,000	57	2,08,000	5,13,000	137	104

West Bengal . . .	85	2,58,418	129	3,52,650	26	1,08,250	225	4,28,540	11,47,858	465	378
Hyderabad . . .	24	69,000	21	29,350	7	18,700	9	33,100	1,50,150	61	53
Jammu & Kashmir . .	..	..	5	21,000	2	7,000	2	6,000	34,000	9	7
Madhya Bharat. . .	29	44,969	25	45,570	3	13,000	13	34,500	1,38,039	70	59
Mysore . . .	45	93,800	93	1,85,900	3	6,000	26	60,000	3,45,700	167	118
Pepsu . . .	3	6,500	6	6,000	1	1,000	4	3,000	16,500	14	12
Rajasthan . . .	11	20,000	14	52,887	..	..	1	1,000	73,887	26	22
Saurashtra . . .	51	73,000	41	1,00,000	5	8,500	31	42,000	2,23,500	128	93
Travancore-Cochin .	22	40,100	47	84,100	16	32,000	94	1,43,450	2,99,650	179	147
Ajmer . . .	3	85,000	3	7,500	..	..	3	3,000	23,500	9	5
Bhopal . . .	2	2,000	4	7,000	..	..	1	2,000	11,000	7	5
Coorg . . .	3	25,000	..	..	..	..	1	5,000	30,000	4	3
Delhi . . .	31	1,23,500	13	55,500	14	81,500	25	1,60,000	4,20,400	83	53
Himachal Pradesh .	3	8,000	6	27,653	1	3,000	5	8,000	46,653	15	10
Kutch . . .	3	4,450	3	9,000	..	..	1	3,500	16,950	7	6
Manipur . . .	2	9,700	..	..	..	..	..	..	9,700	2	2
Tripura . . .	1	5,000	1	1,000	..	..	1	5,000	11,000	3	3
Vindhya Pradesh . .	2	6,000	3	10,000	1	5,000	6	42,500	63,500	12	9
Andaman Nicobar . .	..	..	..	..	..	..	2	8,000	8,000	2	1
Pondicherry . . .	4	7,000	..	..	..	..	3	9,000	16,000	7	7
TOTAL . . .	768	19,57,757	892	23,84,836	216	8,87,930	913	22,81,078	75,11,601	2,793	2,186

# APPENDIX IX

(Vide para I114)

Statement showing the grants sanctioned by the Central Social Welfare Board to voluntary welfare institutions for the Plan Period.

States	Child Welfare		Women's welfare		Handicapped welfare		General Welfare		Total	
	No. of Institutions	Amount	No. of Institutions	Amount	No. of Institutions	Amount	No. of Institutions	Amount	No. of Institutions	Amount
I	2	3	4	5	6	7	8	9	10	11
		Rs.		Rs.		Rs.		Rs.		Rs.
1. Andhra	.	8	1,46,500	8	2,04,000	4	80,000	..	20	4,35,000
2. Assam	.	11	2,45,000	3	50,000	3	40,000	..	17	3,35,000
3. Bihar	.	4	54,000	3	50,000	2	30,000	2	11	1,69,000
4. Bombay	.	16	4,60,000	29	5,38,000	12	4,26,000	19	76	18,15,680
5. Kerala	.	8	1,12,500	9	1,20,000	18	3,37,500	7	42	6,52,000
6. Madhya Pradesh.	.	4	83,000	7	1,29,500	2	40,000	2	15	2,95,000
7. Madras	.	37	6,14,000	15	3,05,000	5	70,000	6	63	10,94,000
8. Mysore	.	10	1,45,000	17	2,93,000	..	..	3	30	4,85,000
9. Orissa	.	2	45,000	9	2,03,000	..	..	..	11	2,48,000
10. Punjab	.	6	1,12,000	5	50,000	5	1,05,000	..	16	2,67,000



11. Rajasthan . . . . .	7	1,07,000	5	70,000	..	..	3	23,000	15	2,00,000
12. Uttar Pradesh . . . . .	5	1,75,000	4	82,000	4	1,05,000	9	2,10,000	22	5,52,000
13. West Bengal . . . . .	25	3,57,000	34	4,84,500	7	1,20,000	28	3,63,000	94	13,24,500
14. Jammu and Kashmir . . . . .	..	..	1	25,000	3	53,000	1	25,000	5	1,03,000
15. Delhi . . . . .	2	40,000	3	80,000	1	25,000	2	50,000	8	1,95,000
16. Himachal Pradesh . . . . .	2	22,500	..	..	..	..	..	..	2	22,500
17. Manipur . . . . .	1	25,000	..	..	..	..	..	..	1	25,000
18. Tripura . . . . .	..	..	1	5,000	..	..	..	..	1	5,000
19. Pondicherry . . . . .	2	30,000	1	15,000	..	..	..	..	3	45,000
<b>TOTAL (Amount in lakhs of Rs.) .</b>	<b>150</b>	<b>27.74</b>	<b>154</b>	<b>26.84</b>	<b>66</b>	<b>14.31</b>	<b>82</b>	<b>13.72</b>	<b>452</b>	<b>82.61</b>
<b>Sanctioned in July, 1957 . . . . .</b>	<b>13</b>	<b>2.42</b>	<b>7</b>	<b>1.07</b>	<b>3</b>	<b>0.58</b>	<b>3</b>	<b>0.48</b>	<b>26</b>	<b>4.55</b>
<b>GRAND TOTAL . . . . .</b>	<b>163</b>	<b>30.16</b>	<b>161</b>	<b>27.91</b>	<b>69</b>	<b>14.89</b>	<b>85</b>	<b>14.20</b>	<b>478</b>	<b>87.16</b>

## APPENDIX X

(*Vide para 125*)

*Brief note indicating the steps taken by the Central Social Welfare Board to effect co-ordination with the Ministries of the Government of India and other organisations connected with different aspects of Social Welfare*

### (1) *Ministry of Education and Scientific Research*

This Ministry is in administrative charge of the entire programme of the Board and responsible to Parliament for its work. The Secretary of the Ministry is a member of the Board. The Board furnishes to this Ministry periodically a list of institutions to which grants are sanctioned by it so that the grants are not sanctioned by the Ministry to the same institution for the same purpose. A representative of the Board has also been appointed on the National Advisory Council for the Education of the Handicapped, as the Board and the Ministry of Education and Scientific Research are both interested in promoting the welfare of the handicapped. The Board also furnishes periodically to the Ministry reports on progress made in the implementation of various programmes.

### (2) *Ministry of Home Affairs*

The Ministry of Home Affairs provides funds for the establishment of After-care Homes and District Shelters in the Second Plan period. The schemes for the establishment of these institutions are framed by the State Governments and forwarded to the Ministry of Home Affairs. The Central Social Welfare Board assists the Ministry of Home Affairs in examining these schemes, gives the necessary technical advice to the Ministry and to the State Governments through the State Boards and ensures co-ordination in the implementation of the scheme. The Ministry of Home Affairs places a certain sum at the disposal of the Central Social Welfare Board every year for distribution to deserving organisations working for the Scheduled Castes and Scheduled Tribes and all grants to individual institutions are sanctioned on the recommendations of the Central Social Welfare Board.

### (3) *Ministry of Health*

A representative of the Ministry of Health is a member of the Central Social Welfare Board and the lists of institutions to which grants are sanctioned by the Board are periodically furnished to the Ministry of Health. Similarly, the Ministry of Health also furnishes to the Board and to the Ministry of Education and Scientific Research copies of letters sanctioning grants to welfare institutions. All arrangements for the training of *Dais* and Midwives are made in consultation with the Ministry of Health.

#### (4) *Ministry of Information and Broadcasting*

Most of the publicity arrangements for the Board are undertaken by the Ministry of Information & Broadcasting and the distribution of the two journals issued by the Board is also undertaken by that Ministry. A few documentaries on Social Welfare have also been prepared by the Ministry of Information and Broadcasting in consultation with the Board. Day-to-day publicity for the Central Social Welfare Board's activities has continued to be the responsibility of the Information and Broadcasting Ministry, who have assigned an Information Officer to cover the activities of the Board.

#### (5) *Ministry of Community Development*

With effect from 1st April, 1957, the Central Social Welfare Board has undertaken the work relating to the welfare of the women and children in the Community Development Blocks. The programme will be financed jointly by the Board and the Ministry of Community Development and the State Governments. A representative of the Ministry is also a member of the Central Social Welfare Board.

#### (6) *Ministry of Commerce and Industry*

The Ministry of Commerce and Industry provides funds and technical assistance for the establishment of Urban Family Welfare Projects and helps in marketing the goods produced by these units. The Central Social Welfare Board maintains close co-operation with this Ministry while sponsoring various socio-economic programmes.

#### (7) *Other Ministries*

A representative of the Ministry of Finance and a representative of the Ministry of Labour and Employment are also members of the Central Social Welfare Board.

#### (8) *Planning Commission*

The Central Social Welfare Board maintains full co-ordination by constant exchange of information with the Social Service Division of the Planning Commission. A representative of the Planning Commission is also the member of the Central Social Welfare Board.

#### (9) *Family Planning Board*

The Family Planning Board is also working in co-operation with the Central Social Welfare Board and utilising many of the voluntary organisations aided by the Board in spreading its work.

#### (10) *All India Handicrafts Board*

The All India Handicrafts Board has co-operated with the Central Social Welfare Board in imparting training to its nominees in handicrafts.

(11) *State Governments and State Boards*

The Central Social Welfare Board has accepted the idea of zonal distribution of work among its members and has allocated specific charges to the various members with a view to developing effective co-operation with State Governments and State Boards.

(12) *All India Voluntary Organisations*

All the programmes of the Central Social Welfare Board are based on co-operation of the voluntary social welfare organisations. Among those who have actively participated in the Board's programmes are Kasturba Gandhi National Memorial Trust, the Indian Council of Child Welfare, the Indian Conference of Social Work, the Red Cross Society, the All India Women's Conference, the Bharat Sevak Samaj, the Ramakrishna Mission and the Women's Small Savings Organisation.

## APPENDIX XI

(Vide para 141)

*Statement showing contributions collected in cash and kind towards the Welfare Extension Projects during the years 1954-55 and 1955-56,*

S. No.	State	Local contributions collected in cash and kind					
		1954-55			1955-56		
		Rs.	As.	P.	Rs.	As.	P.
1.	Andhra . . .	22,783	10	0	33,061	0	0
2.	Assam . . .	50,260	0	0	67,681	0	0
3.	Bihar . . .	..			501	0	0
4.	Bombay . . .	20,074	14	6	69,972	0	0
5.	Madhya Pradesh . . .	175	0	0	4,069	0	0
6.	Madras . . .	33,100	11	0	46,518	0	0
7.	Orissa . . .	2,203	2	0	16,597	0	0
8.	Punjab . . .	3,795	0	0	10,357	0	0
9.	Uttar Pradesh . . .	4,219	8	0	78,029	0	0
10.	West Bengal . . .	2,272	8	9	19,681	0	0
11.	Hyderabad . . .	15,155	9	0	34,728	0	0
12.	Jammu & Kashmir . . .	..			Nil		
13.	Madhya Bharat . . .	10	0	0	4,031	0	0
14.	Mysore . . .	1,194	2	0	14,693	0	0
15.	Pepsu . . .	5,916	0	0	19,447	0	0
16.	Rajasthan . . .	..			22,470	0	0
17.	Saurashtra . . .	265	2	3	Nil		
18.	Travancore-Cochin . . .	11,449	4	9	36,110	0	0
19.	Ajmer . . .	..			Nil		
20.	Bhopal . . .	..			3,193	0	0
21.	Coorg . . .	..			8,167	0	0
22.	Delhi . . .	..			10,565	0	0
23.	Himachal Pradesh . . .	..			129	0	0
24.	Kutch . . .	..			8,621	0	0

S. No.	State	Local contributions collected in cash and kind			
		1954-55		1955-56	
		Rs.	As. P.	Rs.	As. P.
25	Manipur . . .	..		2,155	0 0
26	Tripura . . .	..		Nil	
27	Vindhya Pradesh . . .	..		1,374	0 0
28	Pondicherry ...	7,385	10 6	6,682	0 0
		1,80,300	3 6	5,08,821	0 0

## APPENDIX XII

(Vide para 143)

*Statement showing the building grants sanctioned to welfare extension project centres as on the 15th August, 1957.*

S. No.	State	No. of Welfare Extension Projects	No. of Welfare Extension projects for which grant has been sanctioned	No. of Centres for which grant has been sanctioned	Amount sanctioned (in lakh of rupees)	Area of land donated in (acres)	Local contribution (in lakhs of rupees)
1	2	3	4	5	6	7	8
1	Andhra . . .	29	16	38	1.08	12.31	1.11
2	Assam . . .	18	8	33	0.86	19.75	0.75
3	Bihar . . .	16	..	..	..	..	..
4	Bombay. . .	60	24	97	3.49	12.50	1.56
5	Kerala . . .	18	5	13	0.41	2.25	0.15
6	Madhya Pradesh . .	46	23	65	1.89	13.40	0.11
7	Madras . . .	23	7	26	0.56	5.05	0.10
8	Mysore . . .	31	17	63	2.08	8.70	0.53
9	Orissa . . .	18	11	46	1.82	17.90	0.28
10	Punjab . . .	29	19	58	1.55	26.70	0.78
11	Rajasthan . . .	19	4	17	0.43	6.10	0.43
12	Uttar Pradesh . .	50	20	56	1.46	24.43	1.26
13	West Bengal . . .	26	11	69	2.22	22.40	1.46
14	Jammu and Kashmir	6	3	4	0.09	0.95	0.06
15	Delhi . . .	6	4	10	0.30	6.75	0.32
16	Himachal Pradesh .	6	1	1	0.01	0.57	0.07
17	Manipur . . .	4	4	20	0.60	2.00	0.30
18	Tripura . . .	3	..	..	..	..	..
19	Pondicherry . . .	3	..	..	..	..	..
TOTAL . . .		411	177	616	18.85	181.76	9.27

## APPENDIX XIII

*Statement showing the summary of conclusions/recommendations*

S. No.	Reference to para No.	Summary of conclusions/recommendations
1	2	3
1	11	The Committee suggest that there should be two members from the Lok Sabha and one member from the Rajya Sabha, in the Central Social Welfare Board.
2	12	The Committee suggest that the two non-official members of the standing committee of the Central Social Welfare Board should be elected by the Board instead of being nominated by the Chairman.
3	15-16	At present there is a certain amount of overlapping of effort between the Central Social Welfare Board and the Community Development Organisation. Though some agreement has been arrived at between the Ministries of Community Development and Education, even then the matter remains within the purview of two separate Ministries and even with regard to policy matters there might be some delay in arriving at decisions or in implementing them. The Committee suggest that, that part of the Central Social Welfare Board's work which relates to rural development especially with regard to women and children should be in the charge of one Ministry ( <i>Viz.</i> , the Ministry of Community Development) rather than two. The Ministry of Community Development will, of course, continue to utilise the machinery of the Social Welfare Board for this work in the rural areas.
4	21	The Committee would suggest that the Chairman and members of the State Social Welfare Advisory Boards should be appointed by the respective State Governments in consultation with the Central Social Welfare Board as a whole, as the choice of Chairmen and members is a matter of



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3

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considerable importance. As a matter of fact, the quantity and quality of welfare work done will depend to a large extent, on the proper choice of the personnel. The Committee also suggest that the local legislatures should be given suitable representation on the State Social Welfare Advisory Boards.

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Further, the Committee would suggest that the Ministry should persuade the State Governments to entrust all the social welfare work in the States to the State Social Welfare Advisory Boards and the State Welfare Departments wherever they exist in States should function in close co-operation with the State Boards to avoid any possibility of duplication of efforts.

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For the purpose of effective working of the welfare machinery as a whole, the State Governments may even consider the advisability of entrusting the whole work of social welfare to the State Boards which may function with the assistance of the Social Welfare Department wherever the same exists. In the States which do not have separate Welfare Departments, all social welfare work may, with advantage, be entrusted to the State Boards.

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The Committee suggest that the members of the Project Implementing Committee may be entrusted with some field work and allotted certain centres in the Project for effective guidance. The representative of the village panchayats in the villages included in the projects may also be associated with the Project Implementing Committee and some members of the Project Implementing Committee should be co-opted on the Block Advisory Committees for effective co-ordination.

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The Committee are of the opinion that it would be desirable to associate the Development or Deputy Development Commissioners of various States with the conferences of Chairmen of State Welfare Advisory Boards and that these conferences should be held at regular intervals preferably at rural centres located in different regions in rotation, so far as possible.

1	2	3
9	29	The Committee suggest that the members of the Central Social Welfare Board belonging to the region concerned should be invited to attend the regional conferences as also the Development or Deputy Development Commissioners concerned.
10	32	The Committee consider it unfortunate that the amount earmarked for social welfare activities in the First Plan could not be fully utilised and that more than 50 per cent of the amount provided lapsed at the end of the Plan. This is particularly so in view of the fact that there is an urgent need of expanding and improving the social welfare activities in the country.
11	35	The Committee feel that there is considerable wasteful expenditure in the use of jeeps. The Committee suggest that the feasibility of pooling the jeeps amongst the workers of the Community Development Organisation and the Workers of the State Social Welfare Advisory Boards may be examined with a view to reducing the expenditure under this head. Alternative modes of transport such as bullock-carts, cycles, bus-service, etc., should also be utilised wherever feasible.
12	36	The Committee suggest that greater care and vigilance should be exercised to ensure that the story of short-fall in expenditure of the First Plan is not repeated in the Second Plan and that the money provided in the Second Plan is usefully spent for the purposes it is proposed to be spent.
13	38	The Committee feel that in view of the fact that there is a post of a Secretary in a high grade Rs. (1100-60-1800), there is no justification for the post of an Administrative Officer, in addition. The Committee, therefore, suggest that the post of the Administrative Officer should be abolished as a measure of economy.
14	39	The Committee are of the opinion that in view of there being a number of autonomous Boards under the Ministry of Education and their number being on the increase, the Ministry should devise some independent machinery for the purpose of recruiting the higher grade staff of these

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Boards on the lines adopted by the Public Service Commissions. In this connection, the Committee reiterate the recommendation made in para 10 of their Fifth Report.

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The Committee would also suggest that for the posts of Mukhya Sevikas, women with background and experience of social service should be preferred even with some relaxation in educational qualifications as in the case of Social Education Organisers in the Ministry of Community Development. Further, the Committee recommend that some percentage of posts should be reserved for suitable candidates belonging to Scheduled Castes and Scheduled Tribes, with greater weightage in categories like mid-wives, *dais*, etc.

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The Committee observe that the required number of trained Gram Sevikas and *Dais* are not likely to be available by the end of the Second Plan period according to the present programme of training. The Committee would suggest the following measures to expedite and improve the training of personnel for welfare projects :—

- (i) The full capacity of the existing Gram Sevika Training Centres of the Kasturba Gandhi National Memorial Trust should be utilised and possibilities of expanding the capacity of the existing centres and of opening new centres should also be explored and decision arrived at expeditiously. The services of institutions like the Gandhi Nidhi, etc. should be utilised for working out training programmes for Gram Sevikas.
- (ii) Training of Instructors for Kasturba Trust Centres should be encouraged to meet the inadequacy of teaching staff for Gram Sevikas.
- (iii) In an anxiety to train more Gram Sevikas, the qualitative side of the training should not be ignored and practical training of Gram Sevikas should receive equal attention. Besides, the untrained Gram Sevikas already in service should be given a written and oral test before they are certified as fully trained.
- (iv) General instruction on family planning should be imparted to the Gram Sevikas and health personnel for a short period in

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consultation with the Family Planning Board.

- (v) Training in the use of Ambar Charkha should be included in the syllabus for Gram Sevikas in training institutions.
- (vi) In states which are backward with regard to women's education, a special drive should be initiated to impart preliminary training to girls with a view to preparing them to take up the training courses of Gram Sevikas.
- (vii) The scheme for training of *Dais* as proposed by the Central Social Welfare Board and already under consideration of the Ministry of Health should be finalised soon and the training started.
- (viii) In case of categories like after-care supervisors, care should be taken to see that the number trained is not much in excess of that required for employment after training.
- (ix) The question of regular training of Mukhya Sevikas should be finalised without delay in consultation with the Ministry of Community Development.

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In order to improve the quality of service rendered by the welfare extension projects, the Committee offer the following suggestions :—

- (i) Efforts should be made to extend the various activities to all the villages under a Project, by taking the assistance of the field staff of the Community Development Organisation, wherever feasible.
- (ii) The site of the Project Centre in a village should be such that it would not be at a long distance from the populated area.
- (iii) A drive should be initiated for adult education among illiterate women. Suitable literature for neo-literates should be distributed freely.
- (iv) Gram Sevikas should be instructed to maintain their diaries in the regional languages.
- (v) Training in Ambar Charkha should be imparted at the Project Centres.
- (vi) Suitable arrangements should be made for selling the products of the trainees with the co-operation of the Gram Udyog Bhavans

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or State Government Emporia. Alternatively, the State Welfare Boards themselves may open small sales corners in their offices for this purpose.

- (vii) Suitable arrangements should be made for credit to provide the raw material required at the Centres for the trainees.
  - (viii) The standard of crafts taught at the Project Centres should be raised and suitable certificates in tailoring, embroidery etc. awarded to trainees who successfully complete the training.
  - (ix) A suitable scheme should be worked out by the State Boards to give loans to the poor and destitute women trained at the Centres to enable them to purchase their own sewing machines or Ambar Charkhas after training. Possibilities of supplying sewing machines on hire-purchase system through the Small Industries Corporation should also be explored.
  - (x) Suitable instructions on family planning should be included in the programme of social education. Mukhya Sevikas, Gram Sevikas, *Dais* and Mid-wives should be given necessary training for this purpose. Their services should be utilised for propagating the idea of family planning only at the instance of local leaders.
  - (xi) Services of mid-wives may be given at the Project Centres, wherever there is a demand for the same.
  - (xii) Provision should be made to supply milk and fruits to children at the *Balwadis*. This will also serve as an inducement to the parents to send their children to these *Balwadis*.
  - (xiii) At one of the Centres of a Project, the Sub-Committee of the Estimates Committee which visited it, were glad to learn that the Y.W.C.A. had agreed to provide necessary assistance in teaching various crafts to the village women in the centre. The Committee would suggest that active cooperation and assistance of similar organisations including the All India Handicrafts Board, the Small Scale Industries Board and the Khadi and Village Industries
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Commission and other bodies working in the field of village and small scale industries should be secured in the matter of training in crafts and in establishing small scale industries in the villages.

(xiv) The services of the trained mid-wives and lady doctors should be utilised for training the untrained *Dais* working in the rural areas.

(xv) In order that fruits may be given to the children in *Balwadis*, gardening should be developed as a hobby near the centre.

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The Committee noticed that Gram Sevikas in the welfare extension projects have not so far been able to extend their programme to all the five villages under their charge. They, therefore, recommend that in the projects of new pattern started in Community Development Blocks, the services of the Gram Sevaks (V.L.W's) and the Gram Sevikas should be suitably pooled. The Gram Sevak will look after particularly the extension work in the villages and the Gram Sevika will look after particularly the welfare work for women, children and the handicapped. The Gram Sevika may take up one or two villages at a time and after intensive work in those villages, she may spread her activities to other villages and change her headquarters to those villages. This will enable her to carry over intensive work from village to village and to contact all the families in her circle after some time. The load of village level worker (Gram Sevak) will also be reduced to some extent as he will have to concentrate only on extension work in the villages and will be able to function more intensively and widely as both the Gram Sevak and Gram Sevika will share the general type of work in the villages in their circle.

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The Committee recommend that the Ministry should explore the possibilities of obtaining equipment in bulk for the projects at cheaper rates and should also see if any help is available from any International organisations in the matter. The Committee would also suggest that the Central Social Welfare Board should keep itself in touch with the different States to see

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that adequate provision is made in the State budgets for their share of expenditure on the welfare extension projects in those States.

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The Committee do not appreciate the approach of the Ministry in regard to the establishment of welfare extension projects in rural areas by the voluntary organisations specially in view of the fact that the recommendations of the Study Team on Community Projects to transfer all rural development work to the Panchayat Samitis in all the Community Development Blocks has been generally accepted by the Ministry of Community Development and the National Development Council. The Committee, therefore, recommend that the voluntary organisations should be encouraged to take up the work of the welfare extension projects even in the Community Development Blocks, if necessary, by raising the quantum of grants given by the Central Social Welfare Board as it would facilitate the transfer of all welfare work to the peoples' organisations which was the ultimate aim. The Committee further recommend that in order to encourage the voluntary organisations to start some pilot projects in urban areas, the conditions, if any, regarding matching contribution should be liberalised.

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The Committee recommend that in tribal areas welfare extension projects should be entrusted to voluntary organisations of long standing working for the welfare of 'adivasis' wherever such organisations come forward to undertake the work.

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*Prima facie*, the estimated cost of Rs. 2.5 lakhs for each welfare project in urban areas appears to be excessive. The Committee suggest that the position may be carefully reviewed to see how far the cost per project can be reduced so that the advantage of the same can be extended to a larger area by opening more projects with in the total amount allotted for this purpose.

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The Committee appreciate the efforts of the Central Social Welfare Board in organising Urban Welfare Projects for the benefit of lower income

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group families. Such projects, if actively pursued, have the potentialities of evolving into multipurpose socio-economic centres round which other welfare activities for the poorer sections of the urban population can be built up in the shape of medical aid, educational and recreational facilities, child welfare centres, family planning centres etc. The Committee recommend that slum areas in big towns and cities should be given preference for starting such projects.

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The Committee consider the proposal to set up hostels for working women as a step in the right direction but would suggest that care should be taken to see that such hostels are not concentrated only in a few big cities, that suitable checks are maintained through State Governments to ensure their satisfactory working and that the lowest income group is not crowded out from such hostels by raising the mess charges and the rent beyond the prescribed limits.

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The Committee understand that the Home Ministry is the chief co-ordinating authority in distributing Central grants directly to the States for establishment of After-Care Homes and Shelters and that the Central Social Welfare Board assists the Ministry of Home Affairs in examining these schemes and gives necessary technical advice to the Ministry of Home Affairs and the State Governments. The Committee do not appreciate the necessity of troubling the Home Ministry in dealing with matters connected with welfare of women and children, especially when there is a specialised agency, the Central Social Welfare Board, in existence for that purpose. The Committee recommend that all work connected with welfare of women and children at the Centre should be done by one agency *viz.* the Central Social Welfare Board. This should include the distribution of grants. The Committee further suggest that the number of after-care homes to be established in a State should not be on a flat basis but should be in proportion to the population.



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26	99	The Committee recommend that a proper survey should be made to assess the number of handicapped men, women, and children in all the villages covered by the Welfare Extension Projects in rural areas and their proper registration should be done at each Centre so that the extent of the problem in rural areas is known and suitable measures taken for their assistance and rehabilitation. The Committee suggest that the assistance of the Community Development Organisation may also be taken for this purpose.
27	100	The Committee further recommend that the Ministry should take speedy decision on the recommendations of the Seminars on employment of the blind and on education of the deaf and sponsor suitable schemes on the lines recommended by the Seminars to be implemented by the Central Social Welfare Board.
28	103	The Committee suggest that the institutions aided by the State Governments, local bodies or public trusts may also be given suitable assistance on a graded scale, if they are found to be doing useful social work.
29	111	The Committee recommend that the feasibility of further simplifying the forms of applications for grants should be examined by the Central Social Welfare Board in consultation with the State Boards and the Finance Ministry so that there may be no grounds for complaint in that regard from the public. The suggestions of the voluntary institutions concerned may be invited and sympathetically considered. The Committee also recommend that the institutions should have option to fill in and prepare the forms in Hindi or other regional languages recognised by the Constitution according to the language of the region where the institution is located.
30	112	The Committee make the following recommendations in regard to the grants-in-aid scheme of the Central Social Welfare Board :— (i) Wide publicity should be given to the grants-in-aid programme of the Central

Social Welfare Board. The State Boards might be asked to prepare brochures in regional languages on the lines of the one prepared by the Central Social Welfare Board for the purpose. These might be forwarded to all the well-established welfare institutions in a State free of charge.

- (ii) While giving grants, special attention should be given to institutions working in backward areas. In case of areas where such institutions are non-existent, local people interested in the work should be contacted and encouraged by giving the necessary guidance and financial help to start welfare institutions. Where such institutions are not sufficiently developed, their activities should be given the required impetus and direction.
- (iii) The welfare of the handicapped should engage greater attention of the Central Social Welfare Board than has been the case hitherto by way of giving liberal grants to the institutions catering to their needs.
- (iv) The Audit Report on the accounts of Central Social Welfare Board for the year 1955-56 has pointed out several irregularities noticed during the course of local audit. For instance, several cases were noticed where grants were either not utilised for the purpose for which they were given or were spent on items other than those approved by the Board. The Committee suggest that suitable action should be taken by the Board to avoid their recurrence in future.

The committee are of the opinion that in addition to the general conditions laid down for sanctioning the grants, the Central Social Welfare Board should evolve a suitable machinery to lay down certain standards of service in the light of latest developments in other countries and it should keep in constant touch with the institutions and give them necessary expert advice and guidance

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so that their level of efficiency increases and best use is made of the grants given.

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| 32 | 121 | The Committee suggest that the report on activities should not be tied up with the certification of accounts and that the feasibility of associating local people <i>vis.</i> , the Municipal Commissioners, M.L.As. and M.Ps. from the area concerned with the inspection of institutions and assessment of their work should be examined by the Ministry.  |
| 33 | 123 | The Committee understand that the feasibility of exempting institutions receiving small grants from having to get their accounts audited by a Chartered Accountant and for permitting such institutions to produce a certificate from a Gazetted Officer or other suitable person was being considered by the Central Social Welfare Board in consultation with the Ministry of Finance. The Committee suggest that the proposed arrangements may be finalised early.  |
| 34 | 124 | The Committee understand from the audit report of the Central Social Welfare Board for the year 1955-56 that the audited accounts were not received before the next instalment of grant was sanctioned in about 51% of the grants sanctioned to the institutions in certain States. The Committee consider that in such cases at least the report on the activities of the institutions for which grants were sanctioned should be obtained through Inspecting staff or the Members of the State Board concerned and the audited statements may be called for after the whole grant had been utilised. |
| 35 | 127 | The Committee suggest that the Programme Evaluation Organisation should be suitably strengthened so that it can make continuous evaluation of the activities of the Central Social Welfare Board on the same lines as it does for the Community Development blocks.  |
| 36 | 130 | The Committee recommend that expeditious steps should be taken to delegate more and more powers to the State Boards not only in the matter of supervision of welfare activities in the State, but also in the matter of sanctioning grants to the welfare  |

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institutions functioning in the State and for developing such institutions.

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| 37 | 134 | The Committee note that a provision of Rs. 1.5 lakhs was made in the year 1957-58 for purchase of films but the amount was not spent and no film was purchased. The Committee suggest that due care should be exercised while making provisions in the budget and money should not be unnecessarily tied up which could otherwise be spent usefully by other Ministries. Further, the Committee recommend that utmost care should be exercised in spending money on publicity and that the expenditure should be kept to the minimum.  |
| 38 | 138 | The Committee consider the expenditure incurred on the printing of the two journals "Social Welfare" and "Samaj Kalyan" to be on the high side and recommend that steps should be taken to make these journals self-supporting. With this end in view, the feasibility of reducing the number of copies for free distribution to the minimum should be examined and efforts should also be made to raise more funds from advertisements and by pushing the sale by making copies available at Railway book-stalls at important stations. The Committee further suggest that the feasibility of amalgamating these journals with 'Kugukshetra', the Community Projects organ, should also be examined. To increase the circulation of these journals, the Committee recommend that copies of these two journals might be supplied to all the Universities, colleges, high schools and important libraries in the country at concessional rates so that the youth of the country might get to know the activities undertaken in the field of social welfare. |
| 39 | 139 | The Committee suggest that suitable ceiling should be fixed for the expenditure to be incurred on the magazines and bulletins published by the Central Board itself.   |
| 40 | 140 | The Committee hope that all the State Boards will be able to publish their own bulletins in local languages giving information on the activities undertaken by them.   |

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| 41 | 142 | The Committee recommend that before starting a project, public co-operation should be enlisted to a reasonable extent and a continuous effort should be made to keep up that enthusiasm. As the ultimate aim is to hand over the welfare activities to the people themselves, the success of the Board's efforts would be very much dependent on the enthusiasm engendered among the people and the contribution made by them.  |
| 42 | 144 | The Committee recommend that suitable arrangements might be made through the village panchayats for providing residential accommodation to all the women workers at each centre either in the campus of the centre itself or as near it as possible. This would eliminate the difficulties at present faced by the women workers for want of adequate living accommodation in the villages allotted to them and would in fact enable them to give constant and full time attention to their work. The Committee further suggest that suitable grants-in-aid may be given to the Panchayats for this purpose.  |
| 43 | 145 | With the advent of freedom, the aim of the government has changed from that of a 'law and order State' to one of a 'Welfare State'. The various social welfare activities play an important part in effecting this change. The role which the Central Social Welfare Board has to play in bringing about social reconstruction of the country cannot, therefore, be exaggerated. It is obvious that intelligent and educated women are more suited to participate in the social welfare activities specially those which deal primarily with women and children. The Committee are, therefore, glad that the various social welfare activities at the Central, State and Project levels are mainly in the hands of women. |
| 44 | 146 | The Sub-Committees of the Estimates Committee which visited a few projects were favourably impressed with the enthusiasm and interest shown by a number of women workers in the social welfare work. This enthusiasm and interest is, however, not evinced to the same extent in all the States. The Committee feel that the activities undertaken by the Central Board not only give ample opportunity to  |
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women to show their talent in a sphere specially suited to them, but also that they serve as an inspiration to a large number of women in villages who come under the impact of these activities.

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It is true, no doubt, that the results achieved so far, and the area covered, are small compared to the vast field that still lies uncovered, but the Committee hope that with the experience gained so far and with the co-operation of the Ministry of Community Development, it will be possible for the Central Social Welfare Board to make its full contribution towards achieving the goal of a Welfare State, by translating the Constitutional Directives of State policy into actual practice.

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## APPENDIX XIV

### *Analysis of recommendations contained in the Report and the estimated economy likely to result from their implementation*

#### I. Classification of recommendations

##### A. Recommendations for improving the organisation and working

S. Nos:

1-9, 14-18, 20, 21, 25, 26, 29-36, 40-42 . . . . . 29

##### B. Recommendations for improving and/or extending the welfare activities in the country

S. Nos:

10, 23, 24, 27, 28, 43-45 . . . . . 8

##### C. Recommendations for effecting economy

S. Nos:

11-13, 19, 22, 37-39 . . . . . 8

#### II. Analysis of the more important recommendations directed towards economy.

Serial No. as  
per summary of  
Recommendations  
(Appendix XIII)

Particulars

11	Pooling of jeeps as between the Ministry of Community Development and the Central Social Welfare Board with a view to reduce the expenditure on purchase of separate fleets of jeeps.
12	Greater care to be exercised to see that money provided in the Second Plan is usefully spent.
13	Abolition of the post of administrative officer in the grade of Rs. 530—30—800. (Estimated savings about Rs. 7,000 per annum).
19	Obtaining the equipment for projects in bulk at cheaper rates.
22	Reduction in the cost of welfare projects in urban areas.
37	Expenditure on publicity to be kept to the minimum
38	Expenditure on the two publications "Social Welfare" and "Samaj Kalyan" to be reduced.
39	A ceiling to be fixed on expenditure to be incurred on the magazines and bulletins published by the Central Social Welfare Board.