Chapter III

SOCIAL WELFARE IN INDIA
AND
IN THE STATE OF TAMIL NADU
CHAPTER III

SOCIAL WELFARE IN INDIA AND IN THE STATE OF TAMILNADU

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CHAPTER III

SOCIAL WELFARE IN INDIA AND IN THE STATE OF TAMIL NADU

INTRODUCTION

The reality of highly skewed income distribution surfaced during the later half of the 19th century in the industrially advanced countries. Consequently, there was a paradigm shift in the economic and political thinking. The myth surrounding the laissez-faire state was exploded. There was a conviction about the expanding role of the state with welfare implications. (Kurien, 1978)

In the developing countries, the welfare state, being institution of the post-colonial era, offers a new perception to the role of the government intervention. The problem of poverty is qualitatively and dimensionally different in developing countries like India and the widespread and persistent poverty can be characterised as an extreme form of inequality. Moreover, the problem of poverty is further aggravated on account of social factors like caste, women headed households and the handicapped, and demographic and living conditions. In this context, the government is expected not only to plan for speedy economic growth but also to ensure the well-being of its citizens and to use their resources to that end (Bruce, 1961). This welfare state role of the government in developing countries focuses on those who are absolutely poor and who have not been able to contribute significantly to national economic growth nor to share the gains of economic progress in an equitable manner.
In this context, the welfare state is expected to provide developmental social welfare which would ensure not only the reduction in the incidence of absolute poverty but also the effective participation of the low income groups in the national advancement. This concept of social welfare of the emergent welfare state in developing countries is more comprehensive than that visualised by Titmuss (1979) which refers to only the direct public provision of services in kind and the direct payment of benefits in cash.

The orbit of welfare state in developing countries constantly expands to accommodate the surging socio-economic needs of modern times. Welfare state provides a very wide and pervasive range of social welfare services in the socially optimum quantity, free of cost or at extremely subsidised level. In other words, what Musgrave indicates as Merit Good, viz, enrichment of human capital of deprived sections in terms of education, health, social security, skill formation and employability becomes Social Welfare Good in the context developing countries like India (Musgrave, 1959: 13 and 14). The evaluation of the working of such a welfare state and its impact on the beneficiaries belong to the realm of applied welfare economics.

III.1. EVALUATIVE ROLE OF WELFARE ECONOMICS

Welfare Economics is concerned with the well-being of a group or of society as a whole. It evaluates the various states in which an economy finds itself. Each state conforms to a different consumption and production pattern, a different state of factor endowment condition and technology and method of factor pricing and
distribution of income. Welfare economists assess plans, programmes, institutions and legislations designed to cope with the social problems of each state, in the background of the theoretical underpinnings of economic policy. In other words, welfare economists determine the relevant social opportunity frontier for different groups in the society for the given bundle of economic policies and resources. The focus is on the socio-ethical factors. Hence, Little (1970) points out that welfare economics is concerned with the general analysis of economic policy or criteria of economic policies. This implies that the boundaries of welfare economics are not rigid. Any discussion of economic policy that invokes the standard of judgment is included in it.

One such commentary on economic policy has been provided by the faculty of philosophy, i.e. the Rawlsian norm of Justice. Thus, the Rawlsian theory of justice fits into the normative framework of Welfare Economics. Rawls recommends the Principle of Justice that arranges social and economic inequalities in such a manner that the greatest benefit of the least advantaged is reached. The Rawlsian criterion is primarily concerned with the evaluation of government intervention in terms of its reward to the weakest link in the society. The Rawlsian approach to government intervention fits into the framework of conceptualisation of social welfare in theoretical welfare economics. The Welfare of the community depends only on the welfare of the individuals comprising it. The norm that the welfare economists customarily adopt is that the welfare of the community as a whole is maximised. (Pigou, 1962: PP 1-12). This accords theoretical sanction to the evaluative role of the
Rawlsian theory of Justice which emphasises the augmentation of the well-being of the bulk of individuals who constitute the weakest link in the society.

III. 2. AN OVERVIEW OF SOCIAL WELFARE IN ANCIENT INDIA

A study of the historical evolution of the economic and political institutions of social welfare throws light on the nature of socio-economic structure and the national outlook on social welfare. The concept of social welfare which appears to be of very recent origin was known to the people of India even in the ancient India (Pathak, 1981). The king and the affluent sections of society acted as the trustees of their wealth and provided charity to the poor and the needy. They set up religious and charitable organisations viz., Dharmasala, choultries, trusts and orphanages. Provision of social welfare in these forms was sanctioned by the tradition. The following message from the Upanishad symbolises the ancient Indian approach to social welfare: “Let all be happy and healthy. Let all be blessed with happiness and let none be unhappy” (Bhanti, 1989:4). The Arthashastra of Kautilya portrays the welfare state role of the ruler in the following words: “In the happiness of his subjects lies his happiness; in their welfare his welfare.” It was also reiterated that the king should personally attend to the aged, the afflicted and the helpless” (Sastry, 1929:38 and 47).

The institutions of self-sufficient village economy, the panchayats and the joint family system had built-in provision for social welfare and social security. Reference for this is abound in Manusmrtis, Kautilya’s Arthashastra, Bhagawat Gita, Surkaniti, Bhahaspatismriti and Yajnavalkyasmriti (Rajagopalachari, 1981:5-10).
However, the social problems of the ancient times were not too acute to warrant the magnitude and comprehensive forms of welfare state of modern times. In spite of the lack of urgency, the rulers and the subject were aware of the fact that the social order should possess an adequate social welfare system. None other than Chakravarti Rajagopalachari had brought about the humanism associated with ancient social welfare institutions, thereby contrasting them with bureaucratic limbs of modern leviathan called the welfare state (Ibid, 23 and 24).

To put in nutshell, the culture of charity and mutual aid was visible at any level of social organisation in the ancient India. The subtle economic stabiliser role of these informal institutions is taken over by the gigantic state machinery in modern times.

III.3. PERSPECTIVE OF SOCIAL WELFARE IN INDIA ON THE EVE OF INDEPENDENCE.

The traditional approach to social welfare moulded the national pattern of behaviour. The traditional institutions, i.e., village panchayats and large joint family continued to take care of the needy through the Middle Ages. However, with the advent of the British rule, there were different types of social problems associated with urbanisation, industrialisation, introduction of formal education and the British law in the place of traditional methods of learning and legal system. A different type of social welfare mechanism was needed at this juncture. Social thinkers like Raja Ram Mohan Roy, Eswarchandra Vidyasagar, Gopalakrishna Gokale, Mahatma Gandhi,
Mahadeve Govinda Ranade, Swami Vivekananda, Dayananda Saraswati, V. Ramasamy Naik and Chakravarthi Rajagopalachari contributed to the development of social welfare tenets. Institutions like Arya Samaj, Anjuman-Himayat-e-Islam, Brahma Samaj, Ramakrishna Mission, Theosophical society, Servants of India Society and many Christian missionaries offered welfare services for the marginalised sections in the society. When Gandhiji, the Father of the Nation, appeared on the Indian scene towards the close of the nineteenth century, he rightly considered social welfare service as a practical programme for the independence movement. His eighteen points-constructive programme, not only kindled the social development but also gave a new perspective to economic development. The architects of the Indian freedom movement under the leadership of Gandhiji were aware of the responsibility of the State for the welfare of the citizen. The patronage of national leaders, who, despite their involvement in the struggle for independence, devoted time and energy for welfare work, was instrumental in the establishment of welfare organisations (Roy and Shukla, 1991). A noteworthy feature of this period was that the voluntary agencies were mainly responsible for the provision of most of the social welfare services, as the administration was not geared to these tasks. Though their functioning was not institutionalised and the welfare response was generally ad hoc, the commendable aspect was that it was spontaneous and people-oriented.

III.4. APPROACH TO SOCIAL WELFARE IN THE INDEPENDENT INDIA

The problems of developed and developing countries are different and as such welfare policies differ. Gothaskar, (1978:179) points out that while the
elimination of a high level of criminal activity among teenagers and the rate of unemployment relief may be indicators of welfare in the United States of America, provision of basic needs like drinking water in villages, housing for the poor and education for the underprivileged could be welfare activities in India. This indicates that a macro perspective of social welfare would be moulded by the social issues which have surfaced and the nature of socio-economic needs which have to be attended to. In India, social welfare is expected to accomplish social change for overall development (Ministry of Welfare; 1985). The way in which society responds to the social problems determines the macro perspective of social welfare. Such a broad perspective of social welfare in India visualises the provision of composite, comprehensive and integrated service for each needy group, i.e. children, women, the handicapped, the old and the infirm and other socially and economically marginalised sections. In the above background, the constitution of India provides several protective measures for the disadvantaged sections. The extent, coverage and content of social welfare programmes are designed in such a manner as to fulfill the developmental role of social welfare. This encompasses several issues like legislation on social policies, administrative procedure, resource allocation and the role of non-governmental organisations.

The very comprehensive interpretation of social welfare includes the sum of measures undertaken by the government and non-governmental organisation to find solution for the socio-economic problems of low income groups. When the constitution makers framed the legislative lists for the union and the states and also for the
concurrent jurisdiction, there was no clearly carved field as “Social Welfare.” The working group for the third five year plan for the first time drew up a comprehensive framework for planning social welfare services. It covered within its compass subjects such as child welfare, women’s welfare, welfare of the handicapped, youth welfare, welfare of the slum dwellers and also welfare oriented training, research and administration. Thus, the boundaries of social welfare were precisely demarcated for the first time (Third Five Year plan, 1961). Innumerable variety of schemes was formulated by the central and state governments and the voluntary organisations under the above stated broad heads. Added to this, the central social welfare board with an unorthodox status and large measures of autonomy provided a national perspective for welfare activities by promoting voluntary action in the welfare field. Programmes for children, women, maladjusted groups, and the physically handicapped, composite programme for women and children and enactment of several social legislations were undertaken by the Central government and the State governments partly through voluntary organisations. The Constitution of India provided several protective measures for the disadvantaged including the SC/ST and the backward classes. The Ministry of Welfare implemented several welfare schemes for these groups in order to realise the constitutional goal of social justice (Ministry of Welfare, 1993).

III.5. THE MINISTRY OF SOCIAL WELFARE IN THE CENTRE AND IN THE STATE OF TAMILNADU

There were important landmarks in the evolution of the Ministry of Welfare at the centre. The Department of Social Security was created in the year 1964.
It was redesigned as Department of Social Welfare in the year 1974. The Department of Social Welfare was elevated to the status of an independent ministry.

The Ministry of Social Welfare was reorganised as the Ministry of Welfare in the year 1985. The Ministry of Welfare was formed by pooling subjects relating to the welfare of SC/ST, Minorities and BC under the Ministry of Home Affairs and the Welfare of the disabled and programme of social defence under the erstwhile Ministry of Social and Women’s Welfare. Work relating to Wablers matters was transferred to the Ministry of Welfare with effect from 1986 (Appendix III A).

It should be noted that although a separate social welfare sector had been in existence ever since the beginning of the first five year plan (1951-56), a separate department of social welfare was established only after a decade. When the Department of Social Welfare was converted into an independent Ministry in 1979, the following subjects were allocated - child welfare and development, women’s welfare and development, welfare of the physically handicapped, social defence, social welfare planning and research. In addition to operating central and centrally sponsored programmes, the Ministry provided general direction in social welfare policy formulation, legislation and amendment to legislation, review of welfare legislation, promotion and assistance to voluntary effort and co-ordination. The allocation of subjects to the Ministry of Social Welfare was not based upon any set pattern or direction. It was on the basis of administrative convenience and viability (Roy and Shukla, 1991). The organisation of Ministry of Social Welfare consisted of three Bureaux i.e., Social...
Security And Social Defence, Nutrition and Child Development and Women Welfare
and Development

Since the hoary past, welfare state ideal has been imbibed in the Doctrine of
dharma and paternalistic humanism of the Tamil rulers. The renowned Thirukkural
of Valluvar emphasises that realisation of the welfare of the subject is the main duty
of the king. “In the happiness of his subjects lies his happiness, in their welfare,
his welfare” It was also reiterated that the king should personally attend to the
aged, the afflicted and the helpless. According to Thiruvalluvar (The ancient poet of
Tamil Nadu) “The one who has these four, a giftng hand, good grace, straight and
just scepter and care for the subjects’ weal is the light among the monarchs”
(Vanmikanathan, 1965). The rulers of this ancient land of Tamil Nadu lived upto the
true meaning of this verse and cherished the four attributes i.e. beneficence,
benevolence, rectitude and care for the people in their administration of the political
economy.

In the background of this glorious legacy of the past, the Department of
Social Welfare in Tamil Nadu, implements various programmes with the objective of
improving the welfare of the socially and economically marginalized sections. The
Department of Social Welfare was established in the year 1947, as a wing of the
community development department. The department gradually extended its activities.
In the year 1954, as a limb of Central Social Welfare Board which was established in
the year 1953, state social welfare advisory board was created by the government of
Tamil Nadu.
This acts as an apex body to voluntary organisation. The Social Welfare Board, unlike other Boards, is working on the unique pattern of having been integrated with Directorate of Social Welfare in the year 1961 (Flow Chart III 1). The State Social Welfare Board provides financial aid and technical guidance to voluntary organisation to improve, expand and to strengthen their existing services and to provide additional services. The grant-in-aid programmes of the board offer a wide range of services for improving the welfare of women, children, the old, the infirm and the handicapped.

III.6. ANALYSIS OF SOCIAL WELFARE EXPENDITURE OF THE CENTRAL GOVERNMENT AND THE GOVERNMENT OF TAMILNADU.

In recent times the combined outlays of all levels of government have expanded in scope and an upward trend in spending on social security, welfare, housing and community amenities can be seen all over (Krishna Rao, 1993 : PP 20 and 21). The World Development Report (1995 : P 180) confirms the increasing trend of the central government expenditure in India and points out that the total central government expenditure as percentage of GNP has increased from around 13% in the year 1980 to 17% in the year 1993.

The financial planning and commitment of the Ministry of Social Welfare in India are based on the conviction that of all the sectoral expenditure, it is the social service sector expenditure which has a close bearing on the welfare of the masses (The Gazette of India, 1960. P 633). With the reorganisation of the ministries dealing with
ORGANISATIONAL STRUCTURE OF THE DEPARTMENT OF SOCIAL WELFARE STATE LEVEL

DIRECTOR OF SOCIAL WELFARE

- Additional Director
- Joint Director

DEPUTY DIRECTORS - 6 MOS
ASSISTANT DIRECTORS - 13 MOS

- SECRETARY - 1 NO (For Physically Handicapped)
- SPECIAL OFFICER 1 NO (For Book Stall Loans)
- SPECIAL OFFICER - 1 NO (For guidance Bureau)
- ACCOUNTS OFFICERS 3 Nos
- ASSISTANT ACCOUNTS OFFICER 1 NO

DISTRICT LEVEL
DISTRICT SOCIAL WELFARE OFFICER

- SUPERINTENDENT (Service Home)
- SUPERINTENDENT (Teachers Training Institutes)
- ASSISTANT ACCOUNTS OFFICER

PANCHAYAT UNION LEVEL

- EXTENSION OFFICERS (Social Welfare)
- GRAMA SERVICES

NATIONAL PROJECT
DISTRICT PROJECT OFFICER
(in the cadre of Asst Director of Social Welfare)

- TALUK PROJECT NUTRITION OFFICER 60 Nos
- SUPERVISORS AT TALUK LEVEL 717 Nos

various items of social welfare and the establishment of the Ministry of Welfare in the
centre in the mid-eighties, there is a definite increase in the outlay on social security and
welfare. An analysis of the trend in social spending reflects the stages of development
of the social welfare organisation and associated activities. It also reveals the importance
given to social welfare in broader perspective of human resource development. More
particularly, the examination of the proportion of Social Welfare Expenditure in
Development Expenditure and in Expenditure on Social and Community Services would
reveal the Trend of Social Welfare spending towards the cause of promoting the welfare
of the economically and socially disadvantaged sections (Appendix III B)

An analysis of Central Government Expenditure for a decade, i.e., from 1986-87 to 95-96 reveals that it has increased approximately from Rs 4100 crores in the year
86-87 to Rs 14,000 crores in the year 95-96 (Table III-1). Correspondingly, development
expenditure, an important item of revenue expenditure has increased from more or less
Rs 1000 crores to Rs 3000 crores during the above said period. Among the items of
development expenditure, Social and Community Services’ expenditure has registered an
increase from approximately Rs 200 crores to Rs 500 crores during the same period.
The expenditure on Social Security and Welfare has increased from Rs 20 crores to Rs
50 crores during the same period. The expenditure on social security and welfare is an
important component of the expenditure on Social and Community Services. An analysis
of the percentage change in expenditure on Social Security and Welfare over the previous
year shows that it has decreased by around 5% during the year 1990-91. It has registered
an increase during the rest of the years of the above said period (Table III.2). However,
Table III

CENTRAL GOVERNMENT EXPENDITURE
(Rupees in crores at Current Prices)

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</tr>
</thead>
<tbody>
<tr>
<td>1 Revenue Expenditure</td>
<td>4086.0</td>
<td>4617.5</td>
<td>5410.6</td>
<td>6420.7</td>
<td>7351.5</td>
<td>8230.8</td>
<td>9210.2</td>
<td>10816.9</td>
<td>11881.1</td>
<td>12290.2</td>
</tr>
<tr>
<td>1 1 Development Expenditure</td>
<td>1028.5</td>
<td>1142.5</td>
<td>1403.6</td>
<td>1841.5</td>
<td>1960.1</td>
<td>1981.7</td>
<td>2086.0</td>
<td>2436.8</td>
<td>2608.5</td>
<td>3067.8</td>
</tr>
<tr>
<td>1 1 1 Social and Community Services</td>
<td>167.5</td>
<td>193.5</td>
<td>224.5</td>
<td>249.9</td>
<td>275.3</td>
<td>305.7</td>
<td>343.0</td>
<td>409.7</td>
<td>459.3</td>
<td>477.2</td>
</tr>
<tr>
<td>1 1 1a Social Security and Welfare</td>
<td>18.6</td>
<td>19.2</td>
<td>19.6</td>
<td>23.6</td>
<td>22.5</td>
<td>28.1</td>
<td>34.4</td>
<td>37.1</td>
<td>51.0</td>
<td>52.4</td>
</tr>
</tbody>
</table>

Source: Union Budget Documents, Department of Expenditure, Finance Accounts, Ministry of Finance - (1986-87 to 1995-96)
Table III 2

Expenditure on Social Security and Welfare of Central Government

<table>
<thead>
<tr>
<th>Year</th>
<th>Expenditure on Social Security and Welfare (Rs. in Crores at Current Prices)</th>
<th>% Change over the previous year</th>
<th>% of Social Security and Welfare Expenditure in Revenue Expenditure</th>
<th>% of Social Security and Welfare Expenditure in Developmental Expenditure</th>
<th>% of Social Security and Welfare Expenditure in Expenditure on Social and community services</th>
</tr>
</thead>
<tbody>
<tr>
<td>1986-87</td>
<td>18.6</td>
<td>-</td>
<td>0.45</td>
<td>1.80</td>
<td>11.10</td>
</tr>
<tr>
<td>1987-88</td>
<td>19.2</td>
<td>3.12</td>
<td>0.41</td>
<td>1.68</td>
<td>9.92</td>
</tr>
<tr>
<td>1988-89</td>
<td>19.6</td>
<td>2.04</td>
<td>0.36</td>
<td>1.39</td>
<td>8.73</td>
</tr>
<tr>
<td>1989-90</td>
<td>23.6</td>
<td>16.94</td>
<td>0.36</td>
<td>1.28</td>
<td>9.44</td>
</tr>
<tr>
<td>1990-91</td>
<td>22.5</td>
<td>-4.88</td>
<td>0.30</td>
<td>1.14</td>
<td>8.17</td>
</tr>
<tr>
<td>1991-92</td>
<td>28.1</td>
<td>19.92</td>
<td>0.34</td>
<td>1.41</td>
<td>9.19</td>
</tr>
<tr>
<td>1992-93</td>
<td>34.4</td>
<td>18.31</td>
<td>0.37</td>
<td>1.64</td>
<td>10.02</td>
</tr>
<tr>
<td>1993-94</td>
<td>37.1</td>
<td>7.27</td>
<td>0.34</td>
<td>1.52</td>
<td>9.05</td>
</tr>
<tr>
<td>1994-95(BE)</td>
<td>51.0</td>
<td>27.25</td>
<td>0.42</td>
<td>1.95</td>
<td>11.10</td>
</tr>
<tr>
<td>1994-96(RE)</td>
<td>52.4</td>
<td>2.67</td>
<td>0.42</td>
<td>1.70</td>
<td>10.98</td>
</tr>
<tr>
<td>1995-96</td>
<td>54.3</td>
<td>3.49</td>
<td>0.39</td>
<td>1.66</td>
<td>10.13</td>
</tr>
</tbody>
</table>

Source: Union Budget Documents Department of Expenditure, Finance Accounts, Ministry of Finance (1986-87 to 1995-96)

Note: BE - Budget Estimate
RE - Revised Estimate
the increase in the percentage is not uniform. It is the highest during the year 94-95, i.e., around 27% and the lowest in the year 88-89, i.e., around 2%. The percentage of Social Security and Welfare Expenditure in Revenue Expenditure ranges between approximately 0.3% to 0.45% during the said period. The percentage of expenditure on Social Security and welfare in the development expenditure ranges between 1% to 2%. The corresponding range with reference to expenditure on Social and Community Services is 8% to 11% (Table III 6 and Figure III 1).

A perusal of a sectoral composition of total outlays on General Services, Social and Community Services and Economic Services in Tamil Nadu during the period 1975-80 and 85-90 reveals that more or less the same percentage share accrues to them, i.e., around 22%, 40% and 36% respectively (Table III 3). The rest of the outlays, i.e., less than 2% are earmarked for other purposes. In the percentage of outlays on Social and Community Services, around 5% is spent on Social Welfare during the period 1975-80, 5.5% during 1980-85, and around 8% during 1985-90 (Figure III 2). This shows that the proportion of outlays on Social Welfare in the outlay on Social and Community Services has increased over the years.

Given the total budgetary expenditure in Tamil Nadu during the period 1989-90 to 93-94, around 40% is spent on Social and Community Services (Table III-4). An important component of expenditure on Social and Community Services is that which is spent on Social Security and Welfare. On an average, around 6% in the outlay on Social
### Table III 3

#### Sectoral Composition of Current and Capital Outlays in Tamil Nadu: 1975-90

(Percentages)

<table>
<thead>
<tr>
<th></th>
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<tbody>
<tr>
<td></td>
<td>Total Outlays</td>
<td>Total Outlays</td>
<td>Total Outlays</td>
</tr>
<tr>
<td>1 General Services</td>
<td>29.9</td>
<td>73</td>
<td>21.0</td>
</tr>
<tr>
<td>2 Social &amp; Community Services</td>
<td>52</td>
<td>22.9</td>
<td>40.7</td>
</tr>
<tr>
<td>2a Social Welfare</td>
<td>5.6</td>
<td>3.7</td>
<td>4.9</td>
</tr>
<tr>
<td>3 Economic Services</td>
<td>15.5</td>
<td>69.1</td>
<td>36.4</td>
</tr>
<tr>
<td>4 Other Purposes</td>
<td>2.6</td>
<td>7.0</td>
<td>1.9</td>
</tr>
<tr>
<td>Total</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Figure III-2

Sectoral Composition of outlays in Tamil Nadu: 1975-90

<table>
<thead>
<tr>
<th></th>
<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Social and Community Services</td>
<td>41</td>
<td>37</td>
<td>40</td>
</tr>
<tr>
<td>Social Security and Welfare</td>
<td>5</td>
<td>6</td>
<td>8</td>
</tr>
</tbody>
</table>


Note: Values Rounded off to nearest whole numbers
Table III-4

Budgetary Expenditure on Social Service in Tamil Nadu
(Rupees in Crores in Current Prices)

<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Social Security and Welfare</td>
<td>140.45</td>
<td>139.98</td>
<td>142.17</td>
<td>184.59</td>
<td>203.87</td>
<td>162.21 * (5.7%)</td>
</tr>
<tr>
<td>Total Expenditure on Social and Community Services</td>
<td>2080.18</td>
<td>2527.89</td>
<td>2949.02</td>
<td>3232.67</td>
<td>3465.73</td>
<td>2851.10 ** (39.17%)</td>
</tr>
<tr>
<td>Total Budgetary Expenditure</td>
<td>4944.15</td>
<td>5863.78</td>
<td>8958.61</td>
<td>7994.57</td>
<td>8625.41</td>
<td>7277.30</td>
</tr>
</tbody>
</table>


* % total expenditure on Social and Community Services
** % of total budgetary expenditure
and Community Services is spent on Social Security and Welfare during the above said period.

III.7. THE WELFARE STATE IN INDIA AND THE RAWLSIAN FRAMEWORK

The national, state and local government in India participate in the provision of social welfare to the socially and economically marginalized sections in the society. The free supply and adequate provision of social welfare service is the strategy to alleviate poverty and to reduce the disparities in the levels of living of the masses, adopted at all the three levels of government under Indian federalism (Rangaswamy 1993). This welfare state role affects favourably the economic position of each household in proportion to each person’s links to and claims on the welfare system (Janowitz, 1976). The Rawlsian Theory of Justice, in the above context, points out that the welfare intervention by the government should be judged in terms of the benefits rendered to the poorest. Hence, any attempt to analyse the welfare schemes in the Rawlsian framework would throw light on how the schemes are oriented towards the promotion of the well being of the lowest income groups.

III.7.1. EVALUATION OF THE SOCIAL WELFARE SCHEMES IN THE RAWLSIAN FRAMEWORK

The objective of this section is to analyse the aims and conditions of the economic upliftment schemes of the department of social welfare, Madras (Chennai).
from the Rawlsian point of view. More particularly, this section endeavours to examine whether the Asset Distribution Scheme and the Tailoring Training scheme implemented by the social welfare department in the city of Madras satisfy the welfare norm of the Rawlsian theory, i.e., rendering of assistance to the weakest link in the society.

The aims of the economic upliftment schemes, are to increase the economic status of the beneficiary households to enable them to break the vicious circle of poverty (Performance Budget, Social Welfare Department, Tamil Nadu, 1989-94). The eligibility criterion of these schemes is that the beneficiary's average monthly income should not exceed Rs 1000 at the time of availing of the schemes. Eliminatory knowledge in tailoring is required in the context of the asset scheme whereas for availing the training scheme, passing the 10th standard is a must. Thus, from the points of view of the aims and the conditions of the scheme, they are meant to serve the economically weakest sections. Hence, they justify the Rawlsian norm.

The Free Distribution of sewing machine Scheme and the free tailoring training scheme, are applicable to the low income groups with special reference to poor widows, poor and deserted wives, destitutes and the physically handicapped. Economic upliftment is the surest way, in the above context, for social rehabilitation as the unfortunate economic circumstances reinforce the problems associated with social deprivation. In this context, government intervention, in the form of the above described schemes, fulfil the recommendations of Rawls to fit the Principle of Redress to the Principle of Fair Equality of opportunity.
III.7.2. BENEFICIARIES OF THE SCHEMES AND THE RAWLSIAN THEORY OF JUSTICE

The maximum percentage of beneficiaries across environments/schemes belonged to the lowest income bracket i.e. Rs 0 - 250 in the pre-utilisation period (Table III-5). Moreover, in the context of the Sewing Machine Scheme, around 90% and 85% of the beneficiaries in the slum and non-slum environment respectively, had less than Rs 500/- as average monthly income. With reference to Training Scheme, the respective percentages were 75% in the slums and 50% in the non-slum environment. The lowest percentage of beneficiaries was found in the highest income bracket i.e. Rs 500- 750 with reference to the slum environment under the Asset Scheme. Thus, it is evident that the selection of beneficiaries was made to ameliorate the conditions of the poorest of the poor which measures up to the Rawlsian theory of Justice.

TABLE - III - 5
Analysis of the Selection of Beneficiaries in the Rawlsian Framework

<table>
<thead>
<tr>
<th>Income Slab (In Rupees)</th>
<th>Asset Scheme No. of Households</th>
<th>Training Scheme No. of Households</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Slum</td>
<td>Non Slum Environment</td>
</tr>
<tr>
<td>0.250</td>
<td>80</td>
<td>100</td>
</tr>
<tr>
<td></td>
<td>(59%)</td>
<td>(74%)</td>
</tr>
<tr>
<td>250-500</td>
<td>42</td>
<td>13</td>
</tr>
<tr>
<td></td>
<td>(31%)</td>
<td>(10%)</td>
</tr>
<tr>
<td>500-750</td>
<td>13</td>
<td>22</td>
</tr>
<tr>
<td></td>
<td>(10%)</td>
<td>(16%)</td>
</tr>
<tr>
<td>Total</td>
<td>135</td>
<td>135</td>
</tr>
<tr>
<td></td>
<td>(100%)</td>
<td>(100%)</td>
</tr>
</tbody>
</table>

### Table III.6

**EXPENDITURE ON SOCIAL SECURITY AND WELFARE AND WELFARE OF CENTRAL GOVERNMENT**

<table>
<thead>
<tr>
<th>Year</th>
<th>Percentage change in expenditure on social security and Welfare over the previous Year</th>
<th>% of Social security and welfare expenditure in expenditure on social and community services.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1986-87</td>
<td>-</td>
<td>11</td>
</tr>
<tr>
<td>1987-88</td>
<td>3</td>
<td>10</td>
</tr>
<tr>
<td>1988-89</td>
<td>2</td>
<td>9</td>
</tr>
<tr>
<td>1989-90</td>
<td>17</td>
<td>10</td>
</tr>
<tr>
<td>1990-91</td>
<td>-5</td>
<td>8</td>
</tr>
<tr>
<td>1991-92</td>
<td>20</td>
<td>9</td>
</tr>
<tr>
<td>1992-93</td>
<td>18</td>
<td>10</td>
</tr>
<tr>
<td>1993-94</td>
<td>17</td>
<td>9</td>
</tr>
<tr>
<td>1994-95(BE)</td>
<td>21</td>
<td>11</td>
</tr>
<tr>
<td>1994-95(RE)</td>
<td>3</td>
<td>11</td>
</tr>
<tr>
<td>1995-96</td>
<td>4</td>
<td>10</td>
</tr>
</tbody>
</table>

FIGURE III.1

EXPENDITURE ON SOCIAL SECURITY AND WELFARE AND WELFARE OF CENTRAL GOVERNMENT
An overview of the evolution of social welfare in India since the ancient time has provided the backdrop. The welfare state role of the government in India in the post-independence period is analysed in terms of the expanding activities of the Ministry of Social Welfare in the centre and in the State of Tamil Nadu. Further, through the Rawlsian framework the aims and conditions of the Welfare Schemes of the Department of Social Welfare, Madras (Chennai) and the selection of the beneficiaries are evaluated. It is found that all the above fit into the Rawlsian Framework of benefiting the poorest sections in the society.
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