Chapter - 8

WELFARE WORK BY UNION GOVERNMENT, STATE GOVERNMENTS
AND BY PRIVATE AGENCIES

As supplementary to the public sector, we shall now examine in this chapter welfare work by Union Government and State Governments. And along with this a brief reference will also be made to the role of some well-known voluntary private agencies in the welfare activities. The private agencies have used to receive grants-in-aid from union and state governments in their respective regions, and they are therefore greatly dependent on government for their activities. In a sense, therefore, private voluntary agencies are functionally related to the roles of government in welfare activities. And large, private agencies are found to be engaged in social welfare work rather than labour welfare work. By setting up Central Social Welfare Board the Government of India has recognised the greater need of Co-ordinating welfare activities of various private agencies and different State governments. Judging from the present trend of welfare, in future, it seems that labour welfare is likely to merge with social welfare function in the larger perspective of Welfare State.

In this chapter we shall first deal with the welfare activities of Government of India.
Nature of Welfare Services by Government

The Government of India is the biggest employer in the country. In April 1948, 1,445,000 persons were reported to be on Government's pay roll and by June 1961 the number had risen to 2,102,000. In the context of this increasing number and the objective of setting up "Welfare State" and a "Socialistic Pattern of Society", the question of the extent of Government's responsibility towards its employees becomes more pertinent.

The Government offers many amenities and facilities to its employees. These are intended to maintain efficiency to enable employees to function in environment conducive to efficient work. Some of these facilities relate in working conditions, while others include the provision of welfare services outside working hours, directed towards the healthy use of leisure, like social, recreational and cultural activities.

In pursuance of the recommendations made by the Second Pay Commission, an inter-departmental Staff Welfare Review Committee was set up to review the existing welfare arrangements and to make recommendations for their improvement. This Committee has recently submitted its report and its recommendations are under the consideration of the Government.

Before 1950, there was hardly any organised effort to provide welfare services for Government employees. Some
of the Ministries and attached offices, however, had welfare programmes of a limited character, such as the origination of recreation clubs, canteens, reading rooms, volleyball teams, badminton clubs, sports and games, etc. For example, the Ministry of Commerce and Industry incurred a small expenditure of Rs 2,657 during 1950-51 on such activities. In 1951, the Estimates Committee recommended that amenities like libraries, etc., should be provided for staff working in the Ministries to enable them to cultivate an esprit de corps.

To implement this recommendation, the Ministry of Home Affairs constituted in 1953 the Secretariat Staff Welfare Amenities Committee, which was made responsible for administering the grants-in-aid to various Ministries and for arranging the necessary amenities and recreational facilities. This step may be regarded as the beginning of organised welfare services for Government employees. The position was subsequently reviewed by a sub-committee constituted by the Cabinet in 1957 to consider improvements in conditions for work of Government employees.

The welfare activities undertaken by the Government consist of the appointment of Welfare Officers in each Ministry, sanctioning of grants-in-aid for the provision of amenities and recreational facilities to employees, provision of wholesome food under hygienic conditions to staff at reasonable prices at the office premises, and establishment of Staff Councils to improve employer-employees relations.
Welfare Officers of the rank of Under Secretary were, for the first time, appointed in the various Ministries and departments in 1957-58. Their number is 46, of are in Delhi, 3 in Calcutta, 2 in Bombay and 1 in Madras. In the majority of cases, the officers are appointed as whole-time workers, while in a few cases they are part-time. Much depends on the personality of the Welfare Officer himself and his ability to create a feeling of confidence and trust among those with whom he has to deal. The officer is expected to provide the official organisation with that human touch which gives employees a certain measure of psychological satisfaction and induce them to render efficient service. He is expected to generate and maintain goodwill and cordiality amongst the employees in any particular organisation or Ministry. In course of time the scope of these officers' work is expected to expand and embrace many other aspects of the welfare of Government servants, but at present the following are the duties assigned to them:

1. Organisation of social activities by the establishment of clubs and recreational centres for staff, including Class IV employees.

2. Organisation of welfare activities in areas predominantly inhabited by Government employees for the benefit of such employees and their families.

3. Provision of facilities for indoor and outdoor sports to staff.
4. Encouragement of cultural activities.

5. Provision of canteens in different blocks where Government offices are situated.

6. Improvement of working conditions of staff, including better hygienic conditions in working premises.

7. Assistance to Government employees through the Contributory Health Service Scheme.

8. Assistance in the matter of transport, housing, school and sanitary amenities in residential and office areas.

9. Introducing new members of staff to others and advising them in their initial difficulties.

10. Assisting members of the staff in relation to L.P.C.'s, pension papers, gratuity, etc.

11. Setting up of benevolent funds.

By becoming a live institution and working with sympathy to generate and maintain goodwill, understanding and cordiality amongst the employees of all classes and grades, the Welfare Officers have been able to provide to a large extent the human touch so very essential in all official organisations. The keen interest shown by the staff in all the welfare activities and the use of the institution by them for the redress of their grievances and solution of personal and domestic problems are more than proof of it. The welfare activities of
various Ministries are coordinated by a Chief Welfare Officer posted in the Ministry of Home Affairs.

In order to ensure close co-operation and maximum exchange of views and assistance between the Welfare Officers and the staff representatives in the staff welfare work, some representatives of the staff are associated with the Welfare Officers. Accordingly, in each Ministry a Staff Welfare Committee has been set up. This Committee meets as often as necessary.

As part of the welfare programme for Central Government employees, the Ministries have started cricket, hockey, football, volleyball, badminton and tennis clubs. Indoor games like table tennis, carrom, chess and draughts have been introduced in the recreational clubs. For Secretariat staff, nine Sports Boards for games and three reading-cum-recreational halls have been set up. Sixty-one recreational clubs for Government servants in different residential localities are also being assisted by way of facilities for games, etc. Most of the Ministries conduct their annual sports. An Inter-Ministry meet in athletics and sports and an Inter-Ministry Dramatic competition are held every year and championship shields, cups and prizes for individuals are awarded. Excursions to historical and pilgrim centres are being arranged from time to time.
Grant-in-Aid for Amenities

Since October 1946, grants-in-aid are being offered to members of the clerical establishments of Central Government offices for amenities and recreational facilities. The amount of the grant admissible in any particular case was, in the first instance, reckoned at the rate of Rs 2 per head per annum. This was subsequently modified so that the amount admissible is now calculated on the basis of Rs 3 per head of Ministerial and Class IV staff. The Secretariat Staff Welfare Amenities Committee, constituted in 1953, is responsible for the administration of grants-in-aid to the various Ministries. The total grants allocated by the Committee during the periods 1954-55 to 1961-62 are as follows:

- 1954-55 .. Rs 55,000
- 1955-56 .. Rs 73,865
- 1956-57 .. Rs 1 lakh
- 1957-58 .. Rs 1.08 lakhs
- 1958-59 .. Rs 4.10 lakhs
- 1959-60 .. Rs 4.10 lakhs
- 1960-61 .. Rs 6.43 lakhs
- 1961-62 .. Rs 8.67 lakhs

Provision of Wholesome Food in Office Premises

There were frequent complaints from Central Government staff that refreshment rooms run by private contractors disregarded the rules of sanitation in varying degrees and
that existing catering arrangements were unsatisfactory. Besides, the prices charged by such contractors were unreasonably high.

As early as in 1950, the Prime Minister Jawharlall Nehru had directed that in all offices, arrangements should be made for the supply of wholesome midday meals, snacks, tea, coffee, etc. to the staff at reasonable rates. In pursuance of this directive, steps have been taken to set up departmental canteens so that the staff could get refreshments inexpensively and in decent surroundings. An interdepartmental committee, consisting of representatives of the Ministries of Home Affairs, Defence, Labour, Works, Housing and Supply, Steel, Mines and Fuel, Health and Food, was set up to investigate and make recommendations with a view to improving conditions. The Committee suggested that all private contractors running tiffin rooms in the Central Secretariat patronised by Government of India employees should gradually be replaced by departmental canteens on the canteen model run by a single department or a group of departments on a 'no-profit, no-loss' basis. It was suggested, too, that all such departmental canteens should be looked after by local committees to be set up where they were not already in existence. The committees should consist of representatives of the Ministries to which the Departmental canteens are eligible for the following concessions:
1. Rent of the premises will be Re. 1 per annum instead of Rs 30 or Rs 40 per month charged from tiffin room contractors.

2. An advance will be made to the extent of Rs 5,000 bearing interest, subject to an undertaking given by the Ministry concerned regarding repayment.

3. A counter will be provided by the Ministry of Works, Housing and Supply.

A scheme for the provision of canteen facilities for Central Government employees has been worked out on the basis of the recommendations made by the Staff Welfare Review Committee and is awaiting the decision of the Government.

Establishment of Staff Council

The sub-committee appointed by the Cabinet in 1957 to look into the problems of unrest among Government employees and to suggest measures for bringing about better relations recommended that staff committees functioning in Ministries and attached offices should henceforth be known as Staff Councils and that separate Staff Councils should be established for Class II and Class III employees.

Accordingly, each Ministry has now got two Staff Councils - a Senior Staff Council for Class II and III employees, and a Junior Staff Council for Class IV employees. The Senior Staff Council is composed of Government nominees and the
representatives of Section Officers, Assistants, Stenographers, Clerks, etc. The Ministry concerned nominates a few officers, not below the rank of Under Secretary, and heads of the attached offices or their nominees to represent the Administration. The staff representatives are elected directly by the staff, and are not nominated by the staff associations. They hold office for a period of two years. The Secretary or a Joint Secretary of the Ministry is the Chairman of the Council. In consultation with the staff representatives he nominates one of them as Secretary of the Council. The Council is required to meet at least once in three months; but special meetings can also be called when necessary. The Council can make a recommendation only if it is agreed to by a majority of the members of each side and the Ministry concerned decides as to what action, if any, should be taken on a recommendation.

A co-ordinating committee, consisting of three senior officers of the Ministries of Home Affairs, Finance and Works, Housing and Supply, deals with matters which remain unresolved at the meetings of the Staff Councils. It is for the Ministry administratively concerned with a Staff Council to decide what matters should be referred to this Committee. In practice any matter which cannot be disposed of by the Ministry itself without consulting other Ministries is sent up to the Co-ordinating Committee.

Griha Kalyan Kendra

Another important welfare item is the Griha Kalyan
Kendras opened for the benefit of the families of Class III and IV employees. Forty such Kendras are at present functioning in Delhi. At these centres women and children are being taught tailoring, knitting, embroidery, painting and music. Instruction is also being given in Home Science and Personal Hygiene. At these centres women and dependents of Government employees are provided an opportunity to serve as craft teachers, instructors in music, home science, etc.

WELFARE ACTIVITIES OF THE GOVERNMENT OF INDIA

The Government of India started taking active interest in labour welfare only during the Second World War, when they introduced schemes of labour welfare in their ordnance, ammunition and other factories engaged in war production. This was done mainly to keep up the morals of the workers and to increase productivity. With the achievement of Independence and emergence of India as a Republic wedded to the ideal of a Welfare State and socialistic pattern of society, efforts in this direction were intensified. A discernible tendency in recent years has been to bring the matters connected with workers' welfare more and more within the purview of legislation setting minimum standards. Improvements upon them have been left to the employers. The institution of labour welfare funds in coal, mica and iron ore mines and of provident funds in many industries, the initiation of social security and industrial housing schemes and radical revision of the law
regulating conditions of work, are prominent among the measures taken to promote the welfare of the working classes. Coal Mines and Iron Ore Mines Labour Welfare Funds are operated on the basis of cesses levied on production of coal and iron ore respectively while the Mica Mines Labour Welfare Fund is operated through a cess levied on exports of mica.

Labour Welfare Funds:

In 1946, the Government of India initiated an experimental scheme to finance welfare activities in industrial undertakings owned and controlled by them. The scheme introduced such of the measures as were outside the scope of the existing statutory provisions in this respect. Establishments under the control of the Railway Board and major ports were, however, excluded from the purview of the scheme as they have their own schemes.

A fund has been continued to finance welfare and recreation activities such as sports, games, dramas, cinema shows, reading rooms and libraries, etc., for the benefit of workers and their families. The fund has been built up from contributions of the workers, Government grants and receipts from various other sources like fines, profits of the canteens and yields from other welfare enterprises such as cinema shows, dramatic performances, etc. Originally, the Government intended to contribute its share for a period of four years only.

1 For details of the Schemes, see Indian Labour Year Book, 1947-48, p.189.
thereafter the Fund was expected to be self-supporting. The Government, however, continued to contribute towards the Fund from year to year, subject, of course, to certain conditions. During the year 1969-70, Funds were in operation in 269 establishments. However, of these 11 establishments did not furnish information. The contribution of workers amounted to ₹ 3,68,348 and that of Government ₹ 3,38,052 during the year under report.

WELFARE WORK UNDER STATUTORY WELFARE FUNDS

(i) Coal Mines Labour Welfare Fund — The principal activities financed by the Coal Mines Labour Welfare Fund may be divided into two broad categories, viz., General Welfare and Housing. The activities of the Fund, so far as housing for coal miners is concerned, have been described in the chapter on Industrial Housing.

So far as the General Welfare activities are concerned during 1970-71, the Fund maintained two Central and 12 Regional Hospitals with X-ray facilities for the treatment of workers and their families. There were also static allopathic/ayurvedic dispensaries and mobile medical units in different coal-fields. Arrangements were made for the treatment of workers suffering from tuberculosis, leprosy, cancer and mental disease and infectious disease in different hospitals. Free advice on family planning continued to be given and contraceptives were supplied free of cost at the Fund's Hospitals and
at the clinics opened for the purpose at some of the rural and urban areas. Besides the 5 Static and 3 Mobile Family Planning units maintained by the Fund, 53 Maternity and Child Welfare Centres run by the Jharia, Asansol and Hazaribagh Mines, Boards of Health for which the fund has been paying grant-in-aid, continued to provide family planning services for the benefit of the colliery workers and their dependents. The Rehabilitation-cum-Physio-therapy Centres attached to both the Central Hospitals, continued to function for the benefit of the coal mine workers. As a gesture of assistance to poor colliery workers who were not in a position to secure spectacles, dentures and artificial limbs, the Fund provided these free in deserving cases. For encouraging education, the Fund was running a number of primary/higher secondary schools and a number of scholarships were awarded to the deserving children of the colliery workers.

With a view to removing the scarcity of drinking water, necessary arrangements for the supply of drinking water and sinking wells were made. Among the other facilities extended to the miners were provision of holiday homes, Bharat Darsan Tours, boarding houses for workers, children, co-operative credit societies/primary co-operative stores and wholesale central co-operative stores.

fund by the levy of a cess customs duty up to a maximum rate of 6½ per cent ad valorem on all mica exported from India.
During 1970-71, the rate of this duty continued to be at 2½ per cent. ad valorem. The collections are allocated for expenditure of welfare measures like medical educational and recreational facilities, etc., in the various mica-producing areas of India in proportion to their average production.
A central Advisory Board for Mica Mines Labour Welfare Fund has been constituted to advise on the activities of the Fund, to review and co-ordinate the activities of the regional organisations of the Fund and to consider any other matter relevant to the welfare of mica miners. The estimated income and expenditure of the Fund during 1970-71 was ₹34 lakhs and ₹46.65 lakhs respectively.

Some details of the activities sponsored by the Fund are given below:

Medical Facilities — The medical facilities provided to mica miners and members of their families comprised a 14-bed Base Hospital at Kalichedu (Andhra Pradesh) with a T.B. ward having 16 beds attached to the hospitals, a 10 bed Regional Hospital at Talupur (Andhra Pradesh a 100 bed Central Hospital at Karma (Bihar), a 30 bed Regional Hospital and a T.B.Clinic at Tisri (Bihar), a 50 bed T.B.Hospital at Karma (Bihar) and a 30 bed Central Hospital at Gangapur (Rajasthan). In addition static dispensaries, mobil medical units, maternity and child
welfare centres, etc. were set up under the Fund in different areas as given in table I.

Table - I

<table>
<thead>
<tr>
<th>State</th>
<th>Static</th>
<th>Ayurvedic</th>
<th>Mobile Medical</th>
<th>Maternity</th>
<th>Static-cum</th>
<th>and Child Mobile Dispensaries</th>
<th>Welfare Dispensaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Andhra Pradesh</td>
<td>2</td>
<td>4</td>
<td>1</td>
<td>4</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Bihar</td>
<td>.5</td>
<td>8</td>
<td>3</td>
<td>7</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Rajasthan</td>
<td>.3</td>
<td>18</td>
<td>4</td>
<td>4</td>
<td>1</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>10</td>
<td>30</td>
<td>8</td>
<td>15</td>
<td>1</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

Six beds were reserved at the T.B. Hospital, Nellore (Andhra Pradesh) for the exclusive use of mica miners and their families. Financial assistance in the shape of subsistence allowance at the rate not exceeding Rs 50 per month was given to the dependants of mica miners suffering from T.B. and silicosis and were undergoing treatment in the Fund's Hospital/Clinic or under the domiciliary Treatment Scheme. A Rehabilitation-cum-Convalescence Home for workers cured of tuberculosis continued to function in Bihar. Arrangements made for the treatment of leprosy patients at the Leprosy Hospital, Teltulmari (Bihar) continued during the year. A Health Promotion Centre at Dhorakola (Bihar) had been set up for periodic medical check-up of mica miners and members of their families.
Educational Facilities — The State-wise distribution of schools, etc., maintained by the Fund, and which continued till now, is given in Table II.

Table - II

State-wise Distribution of Schools

<table>
<thead>
<tr>
<th></th>
<th>Andhra Pradesh</th>
<th>Bihar</th>
<th>Rajasthan</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>(i) Multipurpose Institutes (With an Adult Education Centre and a Women’s Welfare Centre)</td>
<td>Nil</td>
<td>9</td>
<td>Nil</td>
<td>9</td>
</tr>
<tr>
<td>(ii) Community</td>
<td>1</td>
<td>7</td>
<td>Nil</td>
<td>8</td>
</tr>
<tr>
<td>(iii) Centres for Women</td>
<td>2</td>
<td>Nil</td>
<td>7</td>
<td>9</td>
</tr>
<tr>
<td>(iv) Primary/Elementary Schools</td>
<td>6</td>
<td>4</td>
<td>2</td>
<td>12</td>
</tr>
<tr>
<td>(v) Feeder Centres</td>
<td>Nil</td>
<td>7</td>
<td>5</td>
<td>12</td>
</tr>
<tr>
<td>(vi) Middle/High School</td>
<td>2</td>
<td>4</td>
<td>1</td>
<td>7</td>
</tr>
<tr>
<td>(vii) Adult Education Centres</td>
<td>2</td>
<td>16</td>
<td>21</td>
<td>39</td>
</tr>
<tr>
<td>(viii) Boarding Houses/Hostels for Miner’s Children</td>
<td>2</td>
<td>4</td>
<td>1</td>
<td>7</td>
</tr>
</tbody>
</table>

In these schools, arrangements were made for serving mid-day meals, milk and snacks, for provision of stationery articles and for grant of scholarships and tuition fee to the students. Grants-in-aid were given to schools having an appreciable number of miners' children on their rolls. Evening classes for mica miners were also held in various Adult Education Centres.
Recreation Facilities - In Andhra Pradesh one mobile cinema unit and 35 radio sets were provided for the recreation of mica miners. In Bihar, there were 3 mobile cinema units and 16 radio sets for the purpose. Zonal as well as central sports were organized and prizes were awarded to the winners. In Rajasthan, facilities for indoor and outdoor games, radios, newspapers, etc., were provided to workers in the recreation centres, sub-centres and feeder centres. Besides, film shows and cultural programmes were also arranged. A mobile cinema unit was also functioning and 34 radio sets were installed in mica mining areas.

Co-operative Stores etc. - In Andhra Pradesh, four primary consumer co-operative stores continued to function. In Bihar, the Central Consumer's Co-operative Stores, with seven branches and five primary units, continued to provide consumer goods to the mica mining population of the State at reasonable rates. Similarly, in Rajasthan, of the 6 Co-operative Stores, only one was functioning during 1970.

Water Supply - The number of wells constructed by the Fund was eighty (74 in Bihar and 6 in Andhra Pradesh) during the year under review. There was a Subsidy Scheme under which mine owners who sunk wells got a subsidy equal to ₹ 7,500 per well or 75 per cent of the cost of construction, whichever was less. In Rajasthan Region the work of sinking 7 new wells and renovation of another 7 wells was taken up recently.
Housing - In Bihar, two Departmental colonies with 98 houses had been completed. Twelve houses had been constructed under Subsidised Housing Scheme and construction work of additional 266 house was sanctioned. In Andhra Pradesh, seven houses had been constructed under 'Build Your Own House Scheme' and construction of 5 more houses was in progress. Twenty four houses were nearing completion under Low Cost Housing Scheme. A departmental colony consisting of 40 houses at Shah mines had been sanctioned by the Govt. of India. There were also proposals for the construction of departmental colonies of 30 houses at Talupur and 50 houses at Kalichedu. In Rajasthan, part subsidies for 48 mica miners for construction of houses under 'Build Your Own House Scheme' has already been paid.

Community Centres - In Andhra Pradesh, there were two community centres for women, one each at Kalichedu and Talupur, where training in knitting, sewing, embroidery and lace work was imported. Also embroidery articles worth Rs. 73 thousand were supplied at both the centres.

(iii) Iron Ore Mines Labour Welfare Fund - The Iron Ore Mines Labour Welfare Cess Act, 1961, provides for the levy of a cess at a rate not exceeding 50 paise per tonne of iron ore produced. The rate of levy continued to be 25 paise per tonne. The proceeds are utilised for the operation of the Fund to provide medical, educational and recreation facilities to workers in the iron ore mines. The Act is being administered through tripartite Committees in seven States, viz., Bihar, Madhya Pradesh
Maharashtra, Andhra Pradesh, Mysore, Orissa and the Union Territory of Goa, Daman and Diu. There is also a central Advisory Board to advise on the activities of the Fund, to review and co-ordinate the activities of the regional organisations of the Fund and to consider any other matter relevant to the welfare of iron ore mine workers. One of the important recommendations of the Central Board during 1969 was to concentrate on schemes relating to water supply, health facilities and housing during the Fourth Five Year Plan period.

The estimated income and expenditure of the Fund during 1970-71 was Rs 91.41 lakhs and Rs 61.89 lakhs respectively.

A brief description of the welfare activities undertaken during the year 1974-75 is given below:

**Medical Facilities** — The Fund has made arrangements for the provision of a 10 bed Emergency Hospital at Barajamda and also a Mobile Dispensary in Bihar region, two Primary Health Centres at Joda and Joruri in Orissa region, two Mobile Medical Units (one for Rajhara mine and the other for Bhiladila mines in Madhya Pradesh), one Primary Health Centre and one Mobile Medical Dispensary at Redi in Maharashtra, two Mobile Dispensaries in Mysore and one Mobile Dispensary in Goa region. Two Mobile Dispensaries had also been sanctioned for Andhra Pradesh region. Similarly, 25 bed Central Hospital at Kariganur in Mysore region and bed Central Hospital at Pillim Darbondora and two ambulance vans for Goa region were also sanctioned.
Beds for T.B. patients were reserved in various regions for the exclusive use of iron ore miners and their families. The number of beds reserved in the Mahadevi Birla T.B. Sanatorium, Ranchi, was 45 for Bihar region and 5 for Orissa region during the year under reference. Five beds were also reserved at St. Lukes Hospital Vengurla for iron ore miners in Goa. Arrangements also existed for the treatment of leprosy patients in the Mission Hospital, Purulia. Grants-in-aid were also given to the mine owners who maintained dispensaries and maternity homes for the benefit of iron ore mine workers and their families.

Educational and Recreation Facilities - Thirty one Multi-purpose Institutes were functioning in the iron ore areas of Orissa providing recreation, educational and cultural facilities to the workers. Similar institutes have also been set up in Madhya Pradesh and Maharashtra regions. Three such institutes were sanctioned for the Goa region, out of which two were functioning during the year under review. Six women-cum-children sections of the Multi-purpose Institute were functioning in Bihar region. Recreation centres were functioning in Mysore. Excursion-cum-study tours were also arranged for the iron ore miners. Financial aid for organising sports, games, tournaments, musical functions, etc., on the eve of national festivals was granted in Madhya Pradesh and Maharashtra regions. Scholarships were also given to the children of iron ore miners studying in various schools.
Fatal Accident Benefit Scheme — Financial benefits to the widows and children of victims of accidents were also continued during the year under review.

Water Supply — Out of 13 water supply schemes, 5 viz., 2 in Madhya Pradesh, 2 in Goa region and one in Maharashtra region, had been completed. In addition, 19 wells had also been sunk in different regions.

Co-operatives — In Bihar region, one Central Consumers' Co-operative Store, with four primary stores and one Central Store, with seven primary stores, continued to function.

It would be relevant now to present an account of the welfare activities of some state governments and union territories specifically which have considerable welfare work to their credit. The following account relates to the year 1972-73.

Table - III

<table>
<thead>
<tr>
<th>Name of the State</th>
<th>No. of Labour Welfare Centres</th>
<th>Activities conducted</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Andhra Pradesh</td>
<td>11</td>
<td>3</td>
<td></td>
</tr>
</tbody>
</table>

Adult Education Classes, recreation facilities, cultural activities, women workers, schooling of children up to nursery classes

In view of the large labour population, the present number of centres is not sufficient. To cater to the needs of 25% of the labour population, at least 55 L.W.C.s are required.
Bihar

25 Recreational and cultural activities, training in crafts, games and sports. Besides, L.W.C.s were run voluntarily by the employers' and workers' organisations. The State Govt. sanctioned a grant for the opening of L.W.C.s.

Gujarat

33 Recreational and educational facilities.

Jammu & Kashmir

6 Recreational amenities like indoor/outdoor games, cultural programmes, medical and educational facilities, library and reading rooms. It has been proposed to expand some of the existing welfare centres to make these more suited and helpful to workers.

Madhya Pradesh

33 Indoor and outdoor games, adult education, library and reading rooms, cultural activities, recreation including entertainments, games and sports.

Maharashtra

72 Reading room and library, sports, gymnasium, indoor/outdoor games and sports, training in handicrafts, education for children. 28 L.W.C.s were managed by the representative trade unions. The State Government provided annual grants-in-aid. In 1964-65, Rs 78,272 were paid as grants-in-aid.

Mysore

16 Facilities like reading room, sports, gymnasium, library, indoor and outdoor games, musical instruments, lessons in sewing were provided in these centres. Besides these, there were labour welfare centres run by private enterprises with financial assistance given by the State Government.
8. Orissa 19 Multipurpose Centres and 5 Reading Room-cum-Recreation Centres.

Educational, cultural and recreational facilities to industrial workers, primary education facilities for children of workers; tailoring classes for women workers.

The centre is managed by an Advisory Committee comprising membership from employers, employees and Government. This Advisory Committee tenders advice about the day-to-day activities of the Centres.

9. Punjab 21

Recreational and educational facilities, indoor/outdoor games, library and reading rooms, embroidery, sewing and knitting classes for women.

10. Rajasthan 29

Medical aid, maternity and child welfare facilities, adult education, wrestling pits, handicrafts training such as tailoring and lace making, reading rooms, libraries and recreational facilities.


Indoor and outdoor games, provision of medical assistance, provision of reading rooms and libraries, adult education, variety shows, dramatic performances, musical programmes, training in tailoring, knitting, lace-making and embroidery.

Five Peripatetic Training Centres were functioning at Kanpur. In these centres, training was imparted in handicrafts such as fruit preservation, toy making, basket making, paper flower-making etc.
<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
</tr>
</thead>
<tbody>
<tr>
<td>12. West Bengal</td>
<td>40 Labour Welfare Centres and 10 Model Labour Centres</td>
<td>Recreational facilities such as indoor and outdoor games, children's sports, cinema shows, reading rooms, radio and musical instruments, primary classes for workers' children (accessories like books, slates and pencils were provided free of charge), literacy classes for adult workers, training in crafts e.g., tailoring, embroidery and knitting, leather and other handicrafts, toy making, etc.</td>
<td></td>
</tr>
<tr>
<td>13. Delhi</td>
<td>10</td>
<td>Recreational facilities, music classes and adult literacy classes.</td>
<td></td>
</tr>
<tr>
<td>14. Tripura</td>
<td>5</td>
<td>Recreational facilities, along with educational and vocational training.</td>
<td></td>
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**Welfare Activities of the State Governments and Union Territories:**

The latest position of Welfare Centres run by State Governments and Union territories is given in table - III.

**Andhra Pradesh:**

Welfare Centres established in the State at different places continued to function for the benefit of the industrial workers and their dependants. There were nursery classes for workers' children.
Women employees and female members of the workers' families were taught various crafts. These Centres had also arrangements for adult education where workers were trained in reading and writing of Telegu, Hindi and English languages. Other welfare facilities such as housing accommodation, co-operative stores, canteens, rest sheds, etc., were also provided by most of the large industrial establishments.

**Assam:**

State Government continued to provide training facilities to workers in various crafts like tailoring and carpentry, etc., through 13 centres established for the purpose. Stipends were awarded to eligible girls belonging to labour class families for undergoing training in nursing and midwifery. Financial aid was also given to an orphanage as well as a number of welfare centres run by trade unions for the benefit of tea garden workers. The Workers' Education Scheme was also in force.

**Bihar:**

State Government continued to run a number of labour Welfare Centres at different industrial areas in the State. These Centres provided facilities for indoor and outdoor games, library, reading room, musical instruments, etc. A good number of factories had provided quarters to their workers, free fuel, electricity and water had been provided to certain categories of workers. Wherever the Employees' Reading State Insurance Scheme was not applicable, the factories concerned provided
medical facilities to their workers. Proper implementation of the statutory welfare provisions was supervised by the Inspectors. They educated the employees on the legal obligations to pay the prescribed minimum rates of wages, etc.

Gujarat:

The Gujarat Labour Welfare Board, a statutory body constituted under the Bombay Labour Welfare Fund Act, 1953, provides various welfare facilities to industrial workers and their dependants through the welfare centres set up for the purpose in different industrial towns of the State. There were 46 such centres in 25 industrial towns of the State. The welfare activities conducted at these centres were community and social education including training for subsidiary or alternative occupations, home industries etc., organization of games and sports, excursions and other facilities for recreation and entertainment of workers, running of holiday homes and provision for training in first-aid home nursing. The Board also provided nursery schools, sewing classes, shishu mandirs, balwadis, ramat kendras (play centres), reading rooms and circulating library posts and tailoring classes for the benefit of workers and their dependants. The Board had its own cinema units and a small film library. Altogether 325 cinema shows were arranged at different industrial centres and Labour localities. The Board also arranged Drama Festivals at Rajkot and Ahmedabad. A short term sewing class "Kimbhori Shivan Varg" was also conducted during the year 1979 for the
benefit of girls. During the period January, 1970 to September, 1970 about 2,430 competitions were arranged in different games and sports.

Haryana:

Recently seven Labour Welfare Centres located at Ambala, Yamuna Nagar, Jagadhri, Hisar, Bhiwani, Faridabad and Sonepat continued to provide educational, recreation and training facilities to the workers and the members of their families. In order to make the working of these centres more effective and useful, the Deptt. is launching a Scheme for establishing new welfare centres in place of the old centres which will involve an expenditure of Rs 3 to 5 lakhs per annum to the State Government. The Department also held labour welfare festivals of sports and cultural programmes for workers at circle/district level which was highly appreciated by workers, their organisations and the managements. The Department has also started publishing a quarterly magazine 'Haryana Labour Journal' in order to provide latest and useful information regarding labour matters.

Jammu and Kashmir:

There were six Labour Welfare Centres functioning in the State and five outside the State where welfare activities were conducted to meet the psychological, emotional, recreation and social needs of the workers by providing facilities like indoor and outdoor games, cultural programmes, etc., and free medical aid to the workers. These centres were also equipped
with libraries, musical instruments, newspapers, etc., for the use of workers.

Kerala:

Welfare amenities in the form of creches, rest rooms, canteens, etc., had been provided in most of the industrial establishments had also provided reading rooms, libraries, outdoor games, etc. Labour Clubs had been organised in some major establishments where newspapers were received and radio sets installed for the use of workers. Consumer co-operative societies and fair price shops had been established in a number of industrial units and plantations for the benefit of the workers.

Madhya Pradesh:

Labour Welfare Centres were, functioning at Jabalpur, Rajnandgaon, Bhopal, Rewa and Satna providing various amenities such as indoor and outdoor games, adult education classes, libraries, reading rooms, gymnasium, sewing classes for female workers, radio sets, film shows, etc. The State Health Department was also running five Health Centres in the industrial areas at Indore, Gwalior, Ujjain, Ratlam and Bhopal. Maternity wards were also attached to the centres at Indore, Ujjain and Gwalior.

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1 Relates to 1968. No information for the subsequent years has been received.
Tamil Nadu:
The State Government continued to provide facilities like free accommodation and medical aid, recreation, etc. to the workers employed in plantations.

Maharashtra:
The Maharashtra Labour Welfare Board maintained 84 Labour Welfare Centres (including 9 sub-centres). Some of the important activities of these centres were provision of indoor and outdoor games, gymnasium and physical culture competitions, magic and kalapathak programmes, literacy and craft classes, kathamala and debating, dramas and drama competitions, 'Body Beautiful (Kamgar Shri)' competitions, libraries, pre-primary education facilities for workers' children, scouting and guiding excursions, vacation camps, programmes on health and social education, workers education classes, etc. Special activities for women included knitting, sewing, embroidery, handicrafts, a remunerative employment scheme to supplement family income of the workers, etc.

Mysore:
According to the latest available information, most of the industrial concerns in the State had provided various welfare amenities, such as canteens, creches, rest shelters, washing facilities, free quarters, medical educational and recreation facilities, reading rooms, libraries, etc., for their employees. Several establishments had installed radio sets with loud speakers and also arranged music, drama, film
shows, wrestling, weekly pooja, etc.

Orissa:

There were 21 Multi-purpose Labour Welfare Centres functioning in the State. These centres provided educational, cultural and recreation facilities, etc., to industrial workers and members of their families. One hundred and six consumers' co-operative stores and two fair price shops were functioning in the State.

Punjab:

Thirteen Labour Welfare Centres were functioning at important industrial centres in the State. The main activity at these centres was to impart free training in sewing, knitting and embroidery to the female members of the workers' families. A Holiday Home set up at Dalhousie continued to function satisfactorily. It provided free lodging, electricity and water besides facilities of reading room and library, radio set, cooking utensils, etc. Apart from these facilities, workers and their dependants, below the age of 18 years, were allowed one-way third class railway/bus fare. Eighteen industrial establishments employing 300 or more workers continued to run fair price shops/consumers co-operative stores for their workers during the year under review.

Rajasthan:

There were 24 Labour Welfare Centres functioning in the State. These centres provided facilities for indoor
and outdoor games, children’s education, adult education radio programme, music and sewing, medical, library, etc. Friendly tournaments were also conducted every year by the State Labour Department and prizes were awarded to the winners and runners, up.

Utter Pradesh:

Sixty-four Labour Welfare Centres were functioning in different industrial areas of the State during the year under review. The main activities of these centres were provision of indoor and outdoor games, gymnasium, wrestling pits, reading rooms, libraries, recreation and cultural facilities like radio, music classes, variety programmes, dramas, etc. These centres were also having homeopathic, Ayurvedic and Unani dispensaries for the benefit of employees and their families. There were two T.B. Clinics at Kanpur run by the State Labour Department. Under the U.P. Sugar and Power Alcohol Industries Labour Welfare and Development Fund, 1710 quarters were constructed till the end of December, 1973. A Holiday Home for the use of workers employed in Sugar Industry had also been established in Mussorie. The workers were allowed to stay at the Holiday Home free of charge. However, a nominal charge of Rs 1.50 per head per day is made for meals. Under the Old Age Pension Scheme, 15,778 workers were receiving the benefit. Under the Scheme, Rs 20 per month are paid to the destitute old persons.
West Bengal:

There were 50 Labour Welfare Centres (including 18 Model Labour Welfare Centres) in the various urban industrial and plantation areas of the State. These welfare centres were situated in close proximity to areas having predominantly labour population. In 24 centres, free primary classes for workers' children were held where books, slates and pencils were also provided to students free of charge. The staff of the Labour Welfare Centres also conducted adult literacy classes. Each center had a small library where selected books in Bengali, Hindi and Nepali were kept. Besides daily newspapers in Bengali, Hindi and English, weekly and monthly magazines were also provided in these centres.

Group discussions on subjects relating to labour welfare, economic plans, family planning and other current topics of national and social importance were arranged in these centres from time to time. Tape recording of music, songs, etc., as also group discussion and interviews at the Labour Welfare Centres was done by the All India Radio, Calcutta, and they were later on broadcast as part of Mazdoor Mandal Programme. Training classes for women in crafts like knitting, tailoring, embroidery, etc., were conducted at all the welfare centres. In addition, trained instructors in the Model Labour Welfare Centres imparted training in basket making, rope making, etc.

Training in physical culture by trained instructors
was imparted to the members of the Model Labour Welfare Centres. A radio set was provided in almost every welfare centre. Project lantern sets and slides were supplied to some of the centres for workers' recreation and education in health, hygiene, etc. The Information and Public Relations Department arranged cinema shows at the centres.

A Mobile Cinema Unit of the Labour Directorate was also operating in the plantation areas giving free cinema shows to the workers. Periodical musical functions offering Kirtan, Kawali, Folk songs, etc., were organised by the staff of the centres. In some of the Model Centres, Music Masters were also appointed to impart training in music to worker members. As usual, national and cultural functions were also organised in the centres. Each Labour Welfare Centre was equipped with carrom-boards, playing cards, chess, Table-tennis, etc., for indoor games. Facilities for outdoor games like Foot-ball, Hockey, Volley-ball, etc., also existed at these centres.

**Andaman and Nicobar Islands:**

The Administration maintained six Labour Welfare Centres for providing recreation and other facilities to the workers. These welfare centres provided sports material, newspapers, magazines, musical instruments, etc., for the use of workers.

**Delhi:**

There were ten welfare centres functioning in the
Territory where various recreation and educational facilities were provided to the workers. In these centres, arrangements had been made for such games as Volley-ball, Carrom and Chess. Regular music classes were conducted in almost all the centres and adult literacy classes, separately for men and women, were held in a few of them. Books and magazines had also been provided in these centres. Sewing and knitting classes for ladies were also held in three centres. Film shows were arranged in various centres from time to time. In one of the centres, a television set had also been kept for the recreation of workers and their families.

**Himachal Pradesh:**

Most of the factories employing more than 500 had appointed Welfare Officers to look after the welfare of the workers. It was reported that all facilities embodied in the Factories Act, e.g., drinking water, best shelters, canteens etc. had been provided by the management for the use of the workers. The Government Welfare Centre at Palampur continued to run satisfactorily during 1973. It provided indoor games and recreation facilities through radio to the plantation and factory workers.

**Tripura:**

The seven Labour Welfare Centres continued to function during the year under review. In these centres, recreation and education facilities were provided along with vocational
training. Some of the tea plantations maintained creches and also provided recreation and educational facilities to workers. Six Balwadis were functioning for the benefit of the children, up to the age of 6 years, of tea plantation workers and expenditure thereon was borne by Government.

Pondicherry:

During the year under review there were 4 Labour Welfare Centres and 4 Child Welfare centres in the Territory. Each Labour Welfare Centre had sewing machines, library, radio set, and other facilities for recreation, etc. Tailoring courses of six months' duration were conducted in these centres and meritorious candidates were given one sewing machine. The persons undergoing training in tailoring were paid a monthly stipend of Rs 25. There was a craft centre attached to each such centre and in the craft centres, female members of workers families were given training in various handicrafts.

In the Child Welfare Centres, workers' children were attended to by nursing orderlies when their parents were away for work. The children were supplied with free bread, milk, etc., and were given lessons in kindergarten method.

Goa, Daman and Diu:

Some of the employers continued to provide facilities of games and sports for the recreation of their workers. The Labour Welfare Centre at Bicholim, set up in 1968, continued
to provide facilities for indoor and outdoor games, reading room and library for the use of workers. Arrangements for imparting training to women workers in sewing, cutting, embroidery, etc., had also been made at these centres.

A critical evaluation of State level Social welfare work as a Culmination of Labour Welfare:

In recent times state governments have expanded the scope of their labour welfare work to fit into wider perspective of social welfare work. The Government of India also has recognised the need for larger scope of social welfare work which includes labour welfare ipso facto. This development has given rise to some problems of social welfare administration at state level and even at district level in so far as the actual function of social welfare work is concerned.

At the State level the position is not much happier, though measures are being taken to remedy the defects. On the one hand, there is no uniformity in the administrative set-up obtaining in the various States, on the other, in some States Social Welfare forms a part of the social service programmes and is attended to by related social services departments. In certain States like Madhya Pradesh, Punjab and West Bengal, where there are separate departments dealing with social welfare labour welfare and welfare of the backward classes, the allocation of subjects among the departments differs considerably. In States like Rajasthan and Mysore,
there are departments in charge of social welfare and welfare of the backward classes and labour welfare. In Mysore and Madras, there are Departments of Women's Welfare while in Andhra there is a Directorate of Women's Welfare under the Department of Planning and Development. In Maharashtra, education and social welfare have been combined under one Department. In Gujarat there is a Directorate of Social Welfare which functions under the administrative control of the Education and Labour Department. In Bihar, the Welfare Department deals exclusively with the backward classes, while social welfare subjects are taken care of by a number of other departments.

An overall review of the existing social administrative pattern in the States shows that there are as many as 18 different departments dealing with different subjects. Child welfare services alone are dealt with by eight departments and women welfare by 11. Various aspects of the welfare of the handicapped are taken care of by 10 departments. Social defence and welfare aspects of slums are attended to by nine and eight different departments respectively in a number of States. A single subject, welfare of the backward classes, which is largely in charge of one Ministry at the Centre, is dealt with by as many as 16 departments in several States.

A State-wise study of the administrative structure reveals that as many as 10 departments in West Bengal, nine
in Punjab, eight in Jammu & Kashmir, seven in Orissa, Kerala and Andhra Pradesh, six in Madras, Mysore and Madhya Pradesh deal with social welfare. In the allocation of subjects among the different departments two States reveal an identical pattern. Distribution of social welfare subjects among the various departments in the States may be seen in Table IV.

At the district and field level, the organisational structure varies from State to State, on the one hand, and from department to department, on the other. In certain cases the same scheme is operated by various departmental agencies. This sometimes results in overlapping and duplication of effort and complicates the administration of a specific programme. For example, in some States District Welfare Officers have been appointed for promoting the welfare of the backward classes, but even the nature of their functions varies considerably from State to State. For instance, in Madras they deal only with Harijan Welfare work, while in Bihar they exclusively look after tribal welfare. On the other hand, in Bombay they are in charge of both Harijan and tribal welfare work. In Andhra Pradesh social welfare officers deal with both Social and Harijan welfare. For implementing social welfare programmes the staff appointed at the district level consists of the District Welfare Officers in Bombay and Madhya Pradesh, Social Welfare Officers in Andhra Pradesh, Assistant Women’s Welfare Officers in Madras and Planning and Development Officers in certain other States.
Table - IV

Distribution of the Administration of Social Welfare Service among various departments of the States

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N.B. - Bracketed figures indicate number of departments handling the services.

Key:

(1) W.W. = Women Welfare Department
(2) S.W. = Social Welfare Department
(3) H.D. = Home Department
(4) M.P. = Medical & Public Health Department
(5) Ed. = Education Department
(6) Dev. = Development Deptt.
(7) P.& D. = Planning & Development
(8) Lab. = Labour Department
(9) L.S.G. = Local-Self Gwtt.Dept.
(10) B.C. = Backward Classes Deptt.
(11) T.W. = Tribal Welfare Deptt.
(12) H. = Housing Depttt.
(13) J.D. = Jail Department
(14) T.& C. = Town & Country Planning Deptt.
(15) R.R.R.D. = Refugee Relief & Rehabilitation Deptt.
(16) F.R.S.D. = Food, Relief and Supplies Depttt.
(17) I.D. = Industries Depttt.
The district level officers for the backward classes are primarily concerned with co-ordination. Where they do not implement or administer schemes directly, they get these implemented through various related departments of the State Government. In the field of social welfare the district level officers are directly responsible for the implementation of welfare schemes. The bulk of the social welfare programmes in rural areas for women and children are handled by Project Implementing Committees set up by the Central Social Welfare Board in co-ordination with theslick organisations. Thus, the functions of the district officers relate mainly to the supervision of State-sponsored or State-run schemes.

In the States, too, there has been a movement towards greater co-ordination. In certain States, periodical co-ordination meetings are held under the auspices of the Planning and Development departments. Periodical conferences of Secretaries and heads of departments are also held to review the progress of expenditure on various schemes, the impediments and bottlenecks in their implementation, and allied matters.

In Mysore, the Government have issued instructions to heads of departments to extend their co-operation in the implementation of all welfare schemes.

Inter-departmental Co-ordination Committees also exist in some of the States; Orissa and Rajasthan, for example. They deal with various sectors of the Plan, including the social
services. To make co-ordination effective and specific, the Social Welfare Study Team has proposed that social welfare departments should set up co-ordination committees consisting of Secretaries and advisers of other related departments with the Minister in charge of Welfare as the Chairman.

As at the Centre, State Welfare Advisory Boards co-operate with the State Governments in the implementation of welfare services for specific groups like women, children and the handicapped. The Central Board, in co-ordination with the State Governments, has set up such advisory bodies in all States, and State Governments have been making contributions towards the expenditure of the State Boards as also to the expenditure on welfare extension projects. The State Governments realise the advantages of the Board’s initiative not only in the context of the programme for these groups, but also in the context of development schemes in general. State Social Welfare Advisory Boards work in close co-ordination with State Governments in all other matters pertaining to social welfare. In Madras State, the activities of the Department of Women’s Welfare and the State Welfare Board have been well integrated and they function as a single agency with a predominantly non-official leadership in promoting social welfare programmes in the State.

More valuable than specific achievements in the field of social welfare in India is the emergence of a clearer appreciation of various needs and problems in this sphere. It is not that the achievements themselves have been negligible. But
the fact that it has been possible during this period to evolve certain basic principles and to arrive at an understanding of the best methods to adopt is of the greatest significance. A start has been made on important schemes in full knowledge of what has to be done and in what direction to proceed. If we are able to exploit the wisdom garnered from past experience and to work in unison and mutual accord, there is very prospect that, in the next two or three Plan periods, our social welfare services and social administration will show substantial improvement both in volume and quality.

We shall next examine the roles of some private voluntary agencies in the field of welfare work.

Role of Some Private Agencies in Social Welfare Work

Private voluntary agencies have played also important roles in the field of welfare especially social welfare.

The First Plan, while allocating funds for the welfare of backward classes, underlined the need for a "more liberal disbursement of money under different heads to institutions working in this field". In pursuance of this Ministry of Home Affairs issued a circular letter to the State Governments asking them to utilise the grants sanctioned in their favour for the removal of untouchability through non-official organisations working at the State level.

Further, the Home Ministry considered that it might
be of advantage if certain limited sums of money were given
direct by the Central Government to recognised and duly regis-
tered all-India organisations working for the welfare of the
backward classes. Accordingly, the following organisations
received grants-in-aid to the extend of ₹ 21.43 lakhs during
the First Plan period:

1. All-India Harijan Sevak Sangh
2. All-India Backward Classes Federation
3. Bharatiya Adimjati Sevak Sangh
4. The Indian Red Cross Society
5. Vimukta Jati Sevak Sangh
6. Akhil Gujarati Vaghari Parishad
7. The Indian Conference of Social Work, Bombay.
8. Harijan Ashram, Allahabad
9. Bharatiya Depressed Classes League
10. Social Service League, Bombay

Of these grants a sum of ₹ 13.57 lakhs was spent
on propaganda and publicity schemes like the printing of posters
and leaflets, the publication of magazines, the holding of fairs,
melas, inter-caste dinners etc.

During the Second Plan Period:

In the Second Plan, under the Centrally-sponsored
schemes, a sum of ₹ 76.00 lakhs was set apart for assistance
to voluntary organisations working among the Scheduled Tribes,
Scheduled Castes, former criminal tribes and other backward
classes; of this, Rs 69.00 lakhs were actually spent on this programme. The following all-India voluntary organisations were selected for receiving grants-in-aid:

I. Scheduled Tribes:

1. The Servants of India Society
2. The Tata Institute of Social Sciences
3. The Indian Council for Child Welfare
4. Social Service League, Bombay

II. Scheduled Castes:

1. The Bharatiya Depressed Classes League
2. The All-India Harijan Sevak Sangh
3. Ishwar Saran Ashram (Harijan Ashram)
4. Bharat Dalit Sevak Sangh

III. Ex-Criminal and Other Backward Classes:

1. The All-India Backward Classes Federation
2. The Servants of India Society
3. The Bharatiya Adimjati Sevak Sangh
4. The Indian Red Cross Society

These organisations received direct grants from the centre.

The following measures have been taken by the Home Ministry to ensure that the funds sanctioned to voluntary organisations are properly utilised:

1. The grants are given only to registered organisations.
2. They are required to submit a duly audited statement of accounts every year.

3. There is a Government nominee, that is, Commissioner for Scheduled Castes and Scheduled Tribes (a representative of the Government of India) or the managing committee of every non-official organisation receiving a direct grant from the Centre.

4. These organisations have agreed to occasional visits by Government officers to look into their working and make suggestions for the better implementation of the schemes.

5. Their accounts are also subject to audit by the Auditor-General at his discretion.

In the First Plan there were two sets of voluntary organisations, one at the State level and the other at the Central level. State level organisations received grants-in-aid from out of State funds, while Central organisations received grants direct from the Centre.

In the Second Plan, in addition to these two types of organisations, the Centre extended grants from Central funds for specific schemes, such as training schemes, to organisations like the Indian Council for Child Welfare and the Tata Institute of Social Sciences through the State Governments.
A provisions of Rs 125 lakhs has been earmarked during the Third Plan for giving assistance to all-India voluntary organisations and others.

**EVALUATION STUDIES OF WELFARE SCHEMES**

The Second Plan period was marked by several fact-finding and evaluative studies of the welfare schemes for the backward classes. A good deal of light has been thrown on the difficulties and shortcomings experienced in the implementation of these schemes. The following bodies were constituted to assess the working of these schemes:

(i) Study Team on Social Welfare of Backward Classes appointed by the Committee on Plan Projects.

(ii) Committee on Special Multipurpose Tribal Blocks appointed by the Ministry of Home Affairs.

(iii) Committee on the working and living conditions of scavengers appointed by the Ministry of Home Affairs.

(iv) Scheduled Areas and Scheduled Tribes Commission appointed under Article 339 of the Constitution.

The Estimates Committee of Parliament has also examined the working of the welfare schemes for the backward classes in some detail.

Only a few of the more important findings and recommendations of these various bodies may be mentioned here:
(i) Reinforcing the dealing unit in the Ministry of Home Affairs for purposes of technical guidance and close follow-up of schemes in operation in the States;

(ii) unification of the departments dealing with the welfare of the backward classes at the State level wherever such unification does not already exist;

(iii) constitution of Standing Co-ordination Committees for smooth and speedy scrutiny and sanction of schemes;

(iv) decentralisation of administrative powers and their proper delegation;

(v) proper training and orientation of personnel working at various levels, particularly in the tribal development blocks;

(vi) making the terms and conditions of work in the backward areas good enough to attract qualified personnel; and (vii) improvement of living and working conditions of those engaged in unclean occupations.

The first two Plans accorded priorities to education and economic development, in that order. Education and economic development are the two great solvents of most of the disabilities from which the backward classes have chronically suffered.
Earlier efforts at the advancement of the backward classes tacitly assumed that all of them lived on about the same socio-economic level. It has been realised that this was not so originally, much less now, after a decade of development and welfare programmes. One common finding of the recent evaluative studies is that there are sections within the Scheduled Castes, Scheduled Tribes and other backward classes themselves which are economically more needy and socially less advanced than others. These more indigent sections, being less conscious and articulate, perhaps, have been unable to derive full and proper benefits from the special measures adopted on their behalf. It is, therefore, proposed in the Fourth and Fifth Plan that first attention be paid to these less advanced groups.

The Third Plan laid down the figure of Rs 114 crores as the total outlay for the development of the backward classes, i.e. Rs 35 crores at the Centre for the Centrally-sponsored schemes and Rs 79 crores in the State plan sector. This provision will be reviewed afresh in the light of the recommendations of the Scheduled Areas and Scheduled Tribes Commission.

The time element is of great importance in planning for the backward classes. It is, therefore, necessary to accord to some of the more acute problems of the tribals, Harijans, De-notified Tribes, etc., the highest priority. These problems need be resolved regardless of the capacity
and resources of the States in which these groups reside. In view of this, it is proposed to deal with these problems under Centrally-sponsored schemes for which 100 per cent assistance is offered to the States. The following are some of the Centrally-sponsored schemes:

For Scheduled Tribes:

(i) Tribal Development Blocks
(ii) Organization of forest co-operatives and other co-operatives for the purchase and sale of essential goods and raw materials.

For Scheduled Castes:

(i) Provision of housing for sweepers and scavengers;
(ii) Provision of house-sites for those engaged in unclean occupations like flaying and tanning, and for landless agricultural labour;
(iii) Elimination of the practice of carrying night-soil as headloads.

For De-notified Tribes:

(i) Economic rehabilitation in occupations suited to their aptitudes and talents;
(ii) Weaning away their youngsters from anti-social ways.

General:

(i) Applied Research, Training and Orientation:
(ii) Aid to voluntary organisations.
ADMINISTRATIVE MACHINERY FOR SOCIAL WELFARE

At the centre, the Ministry of Home Affairs has been responsible for the welfare of the backward classes during the past 12 years. In addition, the enforcement of the safeguards meant for the backward classes is also a charge on this Ministry. The Commissioner for Scheduled Castes and Tribes has a special responsibility for their welfare under the Constitution. The present arrangement has functioned successfully.

The Study Team on Social Welfare has discussed this aspect in its Report and has recommended that a Department for the Welfare of Scheduled Castes. Scheduled Tribes and other Backward Classes be set up under the Ministry of Home Affairs to co-ordinate effectively the programmes for these groups at different levels.

At the State level, however, it is necessary that, in administrative as well as technical matters, co-ordination should be made effective. For this reason, it has been decided that there should be separate wing for "Backward Classes". However, the administrative pattern for social services at the State level at present differs from State to State. It would be desirable to have a homogeneous department dealing with social welfare and welfare of the backward classes with separate executive machinery for each of them. The Social Welfare Team also recommended that "where the allocation of funds, the quantum of work or the proportion of the population
makes it necessary, the States may consider the desirability of setting up a separate Department of Harijan or Tribal Welfare without prejudice to the provisions of Article 164(1) of the Constitution."

At present co-ordination at the Central level is effected through the working groups set up from time to time and composed of representatives of the Home Ministry, of other Ministries concerned, of the State Governments and Union Territories, of the Commissioner for Scheduled Castes and Scheduled Tribes and of the Planning Commission. The Working Groups discuss the annual plans for each category of backward classes, approve schemes and determine the quantum of funds to be allocated for different categories on the basis of past performance and future needs. The Social Welfare Team, on the other hand, has suggested the setting up of a Co-ordination Committee consisting of representatives of all the Ministries concerned and of the Ministry of Home Affairs. This was set up in March 1961 under the Chairmanship of special Secretary, Ministry of Home Affairs. Since the Plan is being discussed annually, it would be useful if the Working Groups examined other matters of details and also the bottlenecks encountered by the Ministries or States concerned in drawing up the annual plans. The Working Groups may also have to be representative of all the Central Ministries concerned directly or indirectly with the development schemes for the backward classes. Similarly, in drawing up programmes for voluntary organisations, the Working
Groups may usefully include a representative of the organisation concerned, as this will ensure that there is no duplication either in regard to the content area of coverage of programmes undertaken by official and non-official agencies.

In some States there are Inter-Departmental Co-ordination Committees. In addition, certain programmes for backward classes are being implemented through local organisations with the help of grants-in-aid offered by the State Government concerned. It is presumed that before giving grants, the State Government will ensure against duplication of schemes. In order to evolve unified co-ordinating machinery at the State level, the Social Welfare Team recommended the setting up of the Inter-Departmental Co-ordination Committees.

Co-ordination between Private Voluntary Organisations

Vis-a-Vis Welfare Work:

The funds earmarked for voluntary organisations are at present being given to all-India organisations already engaged in welfare work. While some organisations have specialised in certain types of welfare activity, there are other programmes which they undertake in co-operation with others. There is pressing need for effecting co-ordination among such institutions. The Social Welfare Team recommended the formation of co-ordinating councils to consolidate their activities and plan their work in the most effective manner. The Team considered that the choice in the formation of such councils,
whether on a regional or functional basis or both, should be left to the voluntary agencies. The co-ordinating councils would work out programmes for each organisation and these would come up for discussion before the Working Groups for incorporation in the annual plans.

So far, no programme for training social workers in these fields has been sponsored directly by the Ministry of Home Affairs. The only Centrally-controlled scheme is the one initiated by the Ministry of Community Development and Co-operation for the training of social education organisers to work in the tribal areas.

The Ministry of Home Affairs has offered grants-in-aid to certain non-official organisations, such as the Indian Council for Child Welfare, Chhindwara (M.P.) and the Tata Institute of Social Sciences, Bombay, and Social Service League, Bombay, for running training programmes, and also to the State Governments.

Only a few of the State Governments have drawn up such schemes, which are run by both official and non-official agencies. Thus the Government of Bihar opened in 1951, a training centre under the auspices of the Adimjati Seva Mandal, for the training of Thana Welfare Officers. During 1959-60, the same Government proposed another scheme for training personnel engaged in welfare work for the Scheduled Tribes. The Bombay Government in 1954-55 organised three short-term
training courses (shibirs) for imparting training to workers appointed by voluntary organisations. The Bihar State Branch of the Harijan Sevak Sangh organised an eight-day worker's training camp at Patna where 40 old and new, honorary and paid workers of the Sangh were given training for work amongst Harijans.

The Central Social Welfare Board also undertook training programmes for women personnel required to run Tribal Development Blocks in Scheduled Areas, with grants from the Ministry of Home Affairs. An expenditure of Rs 1.27 lakhs was incurred during the Second Plan for this purpose. Three training centres have been started one each at Dohad in Gujarat, Kanglatongbi near Imphal in Manipur and Dumka in Bihar. About 300 persons would be trained in the course of the Third Plan period in batches of 22 to 30 workers.

A comprehensive training programme on an all-India basis for various categories of Social Workers is proposed to be undertaken in the Third Plan. The details of this programme, based on the personnel requirements in the Third Plan, are being worked out by the Planning Commission.

The first two five-year plans emphasised the need for public co-operation and public participation in many of the development Schemes. In the Community Development programme one saw the first nation-wide effort to enlist this public co-operation. It was in the field of social welfare,
however, that public participation was at its active best. Pioneering work here, it must be remembered, was performed by voluntary agencies. The Central Government gradually developed a regular and sizable programme of grants-in-aid to enable voluntary organisations to initiate and expand their welfare schemes. It set up, in August 1953, a Central Social Welfare Board, invested with fairly administrative and financial powers. This Board formulated a grants-in-aid programme, flexible and sensitive to the needs and limitations of the voluntary organisations. Grants for other purposes were given by other Ministries at the Centre on a bigger scale than in previous years. Similarly, State Governments also extended larger and more regular grants to voluntary agencies, though they were handicapped by paucity of resources.

As welfare work grew from strength to strength, attention was inevitably drawn to the defects in the method of administration. The dispersal of functions and responsibilities, as we have already seen, led to a great deal of confusion, both in government and voluntary agencies. The study Team on Social Welfare made a number of valuable recommendations with a view to removing this confusion. It commended that the executive machinery for social welfare and for the welfare of the backward classes be separated. In regard to the welfare of the backward classes, it recommended better machinery both at the State and district levels, including sub-committees of the district planning committees for Harijan welfare, tribal welfare, etc., according to local requirements. Similarly,
for social welfare its main suggestion was that at the State level there should be a clear-cut demarcation of functions; Social Welfare Departments to deal mainly with statutory functions, and Social Welfare Advisory Boards to handle mainly programmes implemented through voluntary agencies. The Study Team also made some far-reaching recommendations in regard to grants-in-aid for social welfare programmes to voluntary agencies. It suggested that State Governments should undertake the responsibility for maintenance grants and pay them through Social Welfare Advisory Boards, and that the Central Social Welfare Board should be empowered to make capital and development grants. These recommendations were intended to provide a sound basis for all social welfare work.

Voluntary Agencies:

The efforts made during the past ten years to bring together Government departments and voluntary agencies have had immense educative value. A good deal of adjustments on both sides was involved. The voluntary worker was given an opportunity to rise to his full stature and claim that what he wanted was not merely a passive, advisory role but an effective share of executive responsibility in a national plan. To justify this claim, he had to imbibe a knowledge of governmental practice and methods and learn the intricacies of budgeting and accounting, and also how to introduce scientific techniques in the working of welfare schemes. In the same way, the official had to understand that he had to work in
partnership with the voluntary worker with a full share of responsibility. Considerable adjustments have taken place on the part of both, and this process is now forging ahead steadily.

The growth of social welfare services during 1951-61 has made one thing clear, that voluntary agencies have played in increasing part in planning and implementing the services and also in evolving proper standards and maintaining them. This great effort calls for a good deal of co-ordination among themselves. One factor that stands in the way is the fear in the minds of some that co-ordination may spell subordination. In fact, however, co-ordination can, and should be achieved without any organisation losing its identity or its independence. With public contributions towards welfare services tending to diminish, voluntary organisations have come to depend more and more on regular Government grants. Many of them have, therefore, had to adjust their programmes to recognised official schemes under which grants are available. There is also much unhealthy competition, several agencies taking up the same work in the same area, to the neglect of more strenuous work in other fields. It has now become very necessary for the voluntary organisations to come together and to evolve effective measures of co-ordination among themselves. This may have to be done at different levels. A start could be made in the district. If all the voluntary organisations in a district could form a co-ordinating council, it would soon be possible to achieve results.
The council could assist in a rational distribution of work among different agencies; set up a small unit to study and explain the various schemes of assistance, governmental and other, to all members; advise on methods of taking real advantage of such schemes; help small institutions in drawing up applications and estimates, a keeping and presenting accounts, in getting themselves registered, etc.

The problem of co-ordination at every level has assumed greater urgency, because the experience of the past ten years has shown fairly clearly not only the lines on which the various welfare programmes have to develop, but also the areas in which effort has to be concentrated, work consolidated and quality improved. Real progress in this direction will be possible only if voluntary organisations agree among themselves that each shall specialise in one field, and that all agencies in that one field shall pull together on agreed lines. This will facilitate the organisation of community chests which should provide a regular source of income to be shared suitably by different agencies.