

Donated by Sh. D. P. Nayar

# REPORT

## OF THE COMMITTEE

*for*

(a) Drafting a Grant-in-aid Code

*and*

(b) preparing a Scheme for a Field Counselling Service

CENTRAL SOCIAL WELFARE BOARD  
NEW DELHI

NIEPA - DC



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## PREFACE

**D**uring a period of over eight years, the Central Social Welfare Board has evolved a programme for grant-in-aid to voluntary welfare organisations working in the field of social welfare. Some of these organisations have been in existence for over a century, and many others for a much longer period than the Board itself. Even so, an organised programme of grant-in-aid from governmental sources was planned for the first time only after the Central Social Welfare Board was set up in August 1953. Thereafter, there had to be a continuing process of assessing both the welfare needs of the different areas, and the needs of the voluntary welfare institutions undertaking to fulfil them ; of working out a basis of grants with reasonable continuity and the minimum conditions necessary for safeguarding public funds ; for educating voluntary organisations in matters of procedure and accounts, while also, almost imperceptibly, modifying and improving their programmes with a view to achieving better and more continuous results.

In attempting all this, the Central Social Welfare Board had to evolve a good deal of case-law and to adopt many working principles. By the end of 1959, therefore, it had become necessary to formulate proper working rules out of these principles which had emerged in a process of empirical working and constant internal evaluation. The Board, therefore, set up a Committee under the Chairmanship of one of its Members, Dr. J. F. Bulsara, whose eminence in the field of social welfare had reached an international reputation, and some other Members of the Board and experts as Members of the Committee. The Committee had very hard work to do, but at the end they have produced a report which can only be regarded as of the greatest importance and value both to the voluntary organisations and to the various Governments.

2. The main recommendations of this Committee have been accepted by the Central Social Welfare Board and by the Government of India. I am very happy now to make this report available to all those interested in social welfare.

New Delhi,  
6th March, 1961.

*Durgabai Deshmukh*

- (b) Whether the ceiling for individual grants requires variation and, if so, to what extent.
3. To review the present conditions for matching the Board's grant and to suggest modifications as considered necessary or advisable.
  4. To consider the need for enlarging the scope of the purposes for which grants will be given by the Central Social Welfare Board, and, within this enlarged scope :
    - (a) To determine the quantum of grant for a particular purpose for a particular unit, and
    - (b) To suggest ways and means to ensure that every institution, given a grant for a specific purpose, adheres to that purpose.
  5. To suggest means of coordination
    - (a) between grant-giving bodies, and
    - (b) between grant-receiving institutions themselves in a local area, so as to ensure that a number of small grants are not given to several institutions in the same area for the same purpose, and that, with suitable grants particular programmes are adequately implemented.
  6. To specify clearly various conditions of utilising the grants, to devise measures which will help the institutions to fulfil the conditions, and which will further ensure their fulfilment.
  7. To suggest methods of minimising delays in the processing of applications for grants and giving adequate guidance to institutions,
    - (a) before an application for a grant is considered, and
    - (b) after a grant has been sanctioned.
  8. To advise whether it is desirable to permit a part of the grant to be utilised for administrative expenditure, including the maintenance of accounts ; and also whether an institution, which undertakes to help several others in an area to maintain their accounts, should be allowed

to use a part of the grant to that institution in order to meet some of the expenditure involved in rendering such assistance. To suggest whether and to what extent auditing of accounts by a Chartered Accountant need not be insisted upon, and in that case to suggest what other alternative safeguards could be adopted.

9. To specify, with a view to decentralisation,
  - (a) the extent to which the power of sanction of grants could be delegated to State Social Welfare Advisory Boards, and
  - (b) whether certain categories of applications could be considered as and when received, instead of at periodic meetings of the State Boards and the Central Board.
10. To advise to what extent the principles and procedures suggested by the Committee could with advantage be adopted by other Governmental grant-giving bodies.
11. To suggest such other ways and means as would tend to make the use of grant-in-aid more effective in promoting fruitful welfare services to the community.
12. To advise on the establishment of an appropriate Field Counselling Service, inclusive of all details connected with its efficient functioning."

**3. Committee's Procedure of Work:** The Chairman of the Committee held preliminary meetings with the staff of the office of the Board in December, 1959 in order to collect certain data and information which could be made available to the members at their subsequent meetings. The first meeting of the Committee held in Delhi on 5-6 February, 1960 was addressed by the Chairman of the Board, Smt. Durgabai Deshmukh, and she very kindly agreed to give all possible assistance to facilitate the work of the Committee. The Committee considered the Terms of Reference and discussed them at length to clarify their scope. It also laid down a time schedule for its work, the procedure to be followed to carry it out, a programme of visits and observations to be made, the Boards, agencies, institutions and government departments to be interviewed, and it formulated a tenta-

tive broad outline of the Report to be made. (i) The Committee decided to consult representatives of all the Social Welfare Advisory Boards in the States and Union Territories, representatives of various voluntary welfare organisations and institutions, representatives of the Ministries or Directorates of Social Welfare in various States and Union Territories, and the Inspecting Officers at the office of the Central Social Welfare Board and Inspectors and Welfare Officers at the offices of the State Boards. The Committee also decided to visit as many institutions and observe as many welfare activities as it could in the course of its tours. The Committee visited 12 institutions at Bombay, 6 at Hyderabad and 8 at Calcutta. The Committee's concern was to include as wide a coverage as possible by way of interviews, consultations, visits and observation. The Committee is satisfied that it received and heard the views of representative parties and persons concerned in the fulfilment of the grant-in-aid programme of the Board and that it greatly benefitted from this carefully conceived procedure. This report reflects a general concensus of views and opinions expressed by various persons and organisations as interpreted by the Committee. The Committee has also taken into account the views expressed and conclusions reached at the Conference of the Ministers of Social Welfare and their Secretaries or Directors, convened by the Ministry of Education, Government of India, on 28-30 July, 1960 and addressed by Dr. K. L. Shrimali and Smt. Durgabai Deshmukh.

**4. Meetings of the Committee.** Altogether the Committee met 17 days in Delhi, 5 days in Bombay, 3 in Hyderabad, and 5 in Calcutta for its work. It met the representatives of all the State Social Welfare Advisory Boards, representatives of 112 voluntary Welfare Organisations and Institutions, members of 12 Government Departments and members of the Board staff. The Chairman of the Committee could not attend the meetings in Bombay, Hyderabad and Calcutta owing to his absence abroad, and Smt. Achamma J. Matthai was good enough to act as Chairman and conduct the deliberations of the meetings.

(i) Shri M. S. Gore was requested to chair the Sub-Committee appointed by the Committee to formulate minimum standards to be observed in the conduct of welfare activities or institutions by grant-receiving organisations. The other members of the Sub-Committee were as follows:—

1. Smt. Achamma J. Matthai
2. Shri Prem Narain



3. Shri P. D. Kulkarni
4. Shri Lal Advani
5. Shri D. V. Kulkarni

**5. Benefits of the Board's grant-in-aid programme :** From the wide-spread interviews with the representatives of voluntary welfare organisations throughout the country, it was clear that the people greatly appreciated government assistance to and interest in the disinterested welfare work carried on in an organised manner to meet various needs by a large number of voluntary social workers' through numerous welfare organisations and institutions. It was evident that a large number of established voluntary welfare organisations derived great benefit and encouragement from government support in improving their services, whereas some were encouraged to undertake expansion of their welfare activities to new areas so far not covered, or extension of their services to a large number of beneficiaries with the development grants received from the Central Social Welfare Board. Besides, a fairly large number of institutions and welfare activities were started afresh by newly constituted welfare organisations, who undertook to run the same with the financial assistance received from the Board.

**6. Extent of the Board's Assistance :** Some of these expanded social welfare services and new welfare activities assisted by the Board from its inception till 31 October, 1960 are listed below together with the amount of aid allocated to each type of service by the Board :

S. No.	Field of Service	Number of organisations receiving aid	Amount of Grant.. Rs.
1.	Child Welfare	2339	1,37,97,300
2.	Women's Welfare*	2861	1,30,83,400
3.	Welfare of the Handicapped	240	36,52,200
4.	General	472	27,15,300
<b>Total :</b>		5912	3,32,48,200
5.	Holiday Homes	78 (Batches of children)	2,10,553
6.	Urban Welfare Extension Project	72	18,00,000
7.	Condensed Course	222	60,00,936
8.	Night Shelters	42	2,64,700
			82,76,189

\* This includes aid to some child welfare programmes conducted together with activities for Women's Welfare.

**7. Suggestions and Proposals of Welfare agencies :** Some of the important suggestions and proposals made by the representatives of grant-receiving organisations and others interviewed by the Committee are listed below :

- (i) The well established and new but enthusiastic and tested voluntary welfare organisations should be freed from the major time-consuming worry of collecting funds for essential expenditure, so that the earnest workers may be able to devote more time to actual social work through personal service.
- (ii) The value of personal service of voluntary social workers should be recognised and set off against the qualifying contribution required from agencies asking for grants.
- (iii) Some grant should be given also for the maintenance of an existing social service needed by the community and approved by the Board, where the organisation, inspite of its earnest efforts to collect funds, has failed to do so. The Board could, however, demand in such cases of assistance a simultaneous improvement of the standard of service rendered by the grant-seeking agency.
- (iv) There should be some limit to the Board's insistence on the expansion of an existing social service or its extension to a new area , as every such development increased the liability of the welfare organisation concerned. If the Board's policy was gradually to reduce its volume of assistance on a tapering basis and to stop it altogether after a certain period, the organisation will be either compelled to find the expenditure itself or to give up the service if it could not do so. This aspect of expansion of existing social welfare services by voluntary organisations needed to be carefully borne in mind.
- (v) The diminution of the Board's grant should be gradual and not precipitous, so as to enable the voluntary organisations or local communities to find the needed resources to continue the services undertaken with the help of the Board's grant.

Some organisations were firmly of the view that in certain types of welfare services such as the care and rehabilitation of the handicapped, or the delinquent, old and infirm, or the rescued women, there should be no tapering or progressive diminution of the grant.

- (vi) Grants should be provided by the Board for undertaking needed welfare services on an experimental basis, and in such cases, it should not insist on a very rigid and detailed scheme or minutely worked out items of budget expenditure.
- (vii) The forms of application should be simplified and they should be printed in English as well as the language of the State or Union Territory, and that the same information supplied earlier should not be insisted upon in the forms for the renewal or continuance of the grant.
- (viii) The procedure of disposal of applications should be simplified and the period of disposal and release of sanctioned grants should be considerably shortened.
- (ix) A part of the grant may be permitted to be utilised to meet a part of the administrative expenditure incurred by the welfare organisations.
- (x) Some grant may be given towards meeting the expenses incurred on bringing about coordination between various voluntary welfare organisations in a given area.
- (xi) The grant-receiving organisations would very much welcome Counselling Service of experienced or expert social workers at the Central and State levels.

**8. Proposals of the State Boards:** The members of the Social Welfare Advisory Boards of States and Union Territories very largely corroborated or supported the above proposals and suggestions of the voluntary welfare organisations.

- (i) In addition, the majority of the State Boards suggested that certain powers of sanctioning grants within the Rules and Regulations framed by the Board be delegated to the Boards, as by now they had gathered considerable experience of the working of the grant-in-aid programme and they had come to know the local situation much better.

- (ii) Some of them also suggested that the scope of the grant-in-aid programme be expanded to include welfare services for the family and community, and also the training of paid and voluntary social workers.
- (iii) Some suggested that a part of the grant may be permitted to be utilised to meet the cost of maintaining accounts, preparing the annual statement of accounts and of getting them audited for submission to the Board.
- (iv) The members welcomed the idea of the State Boards taking an initiative to bring about coordination among voluntary and statutory welfare agencies.
- (v) They also welcomed the idea of the Central Social Welfare Board instituting a Counselling Service to help the voluntary welfare organisations to improve the quality of their services and the standard of efficiency thereof, and further suggested that such a Counselling Service may be provided both at the Central and Regional or State levels.

**9. Views of Government Departments :** The representatives of the Governments of State and Union Territories were unanimous regarding the value and usefulness of the grant-in-aid programme by way of eliciting and marshalling a large volume of voluntary social service, worthily supplementing the services undertaken by governments as a statutory responsibility and thus reducing to an appreciable extent the burden of expenditure on governments. The governments were of the opinion that powers may be delegated to the Social Welfare Advisory Boards to sanction and administer grants up to a fixed limit, but that they should be continued as advisory bodies for some time longer. Most governments appreciated the need for coordination of grants so that duplication and overlapping could be avoided, and the best possible use could be made of the limited available resources of governments towards developing a balanced programme of social welfare services in the country.

- (i) The representatives of governments agreed in principle with the proposal that state governments may give grants to recognised voluntary welfare organisations for the maintenance of their welfare services, provided

- (a) funds were made available in the plan for such maintenance grants,
- (b) the scope of their assistance was not confined to maintenance grants alone, and
- (c) they were free to prescribe their own conditions to be carried out by the voluntary welfare organisations.

**10. Discussion with the Inspecting Staff :** The Committee also discussed the valuable suggestions made by the Inspecting Officers of the Central Office and heard the Inspectors and Welfare Officers of the State and Union Territories regarding the working of the grant-in-aid programmes in States and Union Territories. The Committee derived very useful information from the discussions.

**11. Interim Report of the Committee :** After hearing the various views and suggestions as above, the Committee held several sessions to discuss the same. It also considered at length its terms of reference. Originally the Committee was asked to submit its Report by the end of December, 1960. In order, however, to facilitate the starting of the grant-in-aid programme in the Third Five Year Plan period (1961-1966) as per the accepted recommendations of the Committee, the Central Social Welfare Board requested the Committee to submit by 24 October, 1960 an Interim Report of its major recommendations regarding the scope of grants, their ceilings or maximum limits, the basis of qualifying contributions by grant-receiving agencies, the procedure of tapering the grants, the nature and personnel of the Counselling Service, and the general administration of the grant-in-aid programme. This was with a view to enable the Board to approach in time the Ministry of Education for its sanction on such of the Committee's proposals and recommendations as would require the Ministry's sanction for their implementation by the Board. The Committee accordingly submitted an Interim Report to the Board on 23 October, 1960, containing such recommendations of a substantive character as were not likely to undergo an alteration in its final Report. The Board thereupon gave its views on some of the Committee's recommendations and the Committee considered the Board's views at its meetings on 14 to 16 December 1960.

## PART II

## REPORT OF THE COMMITTEE

**12. Composition of the Report :** According to the Committee's terms of reference in paragraph 2 above, the two main tasks which the Committee was charged with were :

- (A) Framing a code to govern the grants given by the Central Social Welfare Board to encourage and promote voluntary welfare services on the widest possible scale in the country, and
- (B) Formulating a Scheme for a Field Counselling Service, which may be helpful to voluntary welfare organisations in improving the standards of their welfare services.

The Committee accordingly submits herewith

- (i) Rules for the administration of the Grant-in-aid Programme of the Central Social Welfare Board, together with 8 Appendices, which form a substantive part of the Rules (see paragraph 13 below),
- (ii) Outline Scheme for a Field Counselling Service (paragraph 38) and,
- (iii) A guide to the general standards briefly enunciated in Appendix IV to the Rules, for the guidance of voluntary welfare institutions and organisations providing welfare services to the community or to the needy and handicapped sections thereof (Annexure 1).

**13. The Rules of the Central Social Welfare Board for the Administration of the Grant-in-aid Programme :**

1. In these rules :-

'Aided' organisations refer to those which have received a grant from the Board earlier.

'Unaided' organisations refer to those which apply for grant to the Board for the first time.

'Approved' means approved by the Central Social Welfare Board.

The 'Board' unless otherwise specified or indicated by the context, means the Central Social Welfare Board.

'Inspector' means one of the Central Social Welfare Board's Inspectors or any other person employed by the Board for the purpose of inspection.

'Normal' activity or programme refers to the nature and extent of the activity or programme of welfare service carried out by the organisation during the financial year previous to that during which the application is made.

'Normal' expenditure refers to the recurring expenditure during the financial year previous to that in which the application is made.

'Organisation' includes institution, association, society or a like corporate body.

'Registered' means registered under the Societies Registration Act 21 of 1860 or other appropriate Act.

2. The funds of the Central Social Welfare Board are utilized to carry out the functions adumbrated in the Resolution No. F. 2-6/53-D.2 dated 12 August 1953 of the Government of India, Ministry of Education, New Delhi. According to this resolution the functions of the Central Social Welfare Board are :—

- (i) Generally to assist in the improvement and development of social welfare activities, and
- (ii) In particular
  - (a) to cause a survey to be made of the needs and requirements of social welfare organisations ;
  - (b) to evaluate the programmes and projects of the aided agencies ;
  - (c) to co-ordinate the assistance extended to social welfare activities by various Ministries in the Central and State Governments ;
  - (d) to promote the setting up of social welfare organisations on a voluntary basis in places where no such organisations exist ; and
  - (e) to render financial aid, when necessary, to deserving organisations or institutions on terms to be prescribed by the Board.

3. Accordingly the Central Social Welfare Board shall provide from time to time a suitable amount for its grant-in-aid programme.

4. The Central Social Welfare Board prescribes the following rules and lays down the following terms and conditions on which financial aid will be rendered to voluntary welfare organisations and prescribes the procedure which will be followed in the administration of its grant-in-aid programme.

5. The Central Social Welfare Board may make grants for the following purposes to an organisation or institution:

- (a) Welfare Services for Children
- (b) Welfare Services for Women
- (c) Welfare Services for the Handicapped
- (d) Welfare Services for the Aged and Infirm
- (e) Rehabilitative services for persons released from correctional institutions or for persons who have left non-correctional institutions.
- (f) Rehabilitative services for cured leprosy or tuberculosis patients.
- (g) Training of welfare personnel as specified from time to time
- (h) Promoting coordination among welfare organisations or institutions in an area or region.
- (i) Any other welfare scheme or service for the community or a section thereof, handicapped or otherwise, as approved or sponsored by the Central Social Welfare Board from time to time according to felt need and within the means at the Board's disposal.

*N.B. For an illustrative list of activities, services and schemes falling under each head see Appendix I.*

6. The Board shall exclude from the purview of its grants the following organisations, institutions, activities or services :

- (a) Activities, services and institutions which are the direct responsibility of government departments or statutory bodies, except for a part of the activities or services of a welfare nature to be initiated or aided for a limited period as agreed



upon between the Central Social Welfare Board and the department or body concerned.

- (b) Welfare institutions and activities substantially financed by Government, Central, State or local.
- (c) Such other activities, services and institutions as the Board may decide from time to time for specific reasons. For an illustrative list see Appendix II.

7. Grants may be given to meet wholly or in part, as the case may be, the approved expenditure of the

- (a) Consolidation and improvement, of an existing welfare service,
- (b) Development and expansion of an existing welfare service,
- (c) Extension of an existing welfare service to another area,
- (d) Provision of a new welfare service not hitherto undertaken. 'Consolidation and improvement' refers to the continuance of the already existing welfare service on a more systematic basis and includes the improvement of its qualitative aspects according to the standards laid down and requirements specified by the Board. 'Development and expansion' refers to the quantitative aspects of the existing welfare service and includes the simultaneous improvement of its qualitative aspects according to the standards laid down and requirements specified by the Board.

If the context so indicates 'development and expansion' may also include the extension of an existing welfare service to a new area, or the provision of a new service not undertaken hitherto by the grant-seeking organisation.

8. The grants may cover the recurring expenditure on such items as salaries of personnel, food and clothing for the inmates, rent of premises and organisational or administrative expenditure, and they may cover non-recurring expenditure on such items as equipment and/or furniture essential for the conduct of the welfare activity or institution, a mobile van, a building and/or addition and alteration to premises.

9. The non-recurring expenditure of a welfare service and the grant given therefor should be shown and accounted for separately from the recurring expenditure and the grant given therefor.

10. The amount of the grant to be sanctioned to an organisation will be determined by the Board after taking into consideration its constitution, character, status, standing, efficiency, the volume and quality of its activities or services and the cost thereof. In addition, in assessing the grant the Board will take into consideration the income and grants received by the organisation or institution from various sources including the grants or payments from other Government Departments, Central, State or Local, and the aggregate sum made available to the Board for grants by the Government of India.

11. In order to avoid duplication and overlapping, while considering applications for grant, care should be taken to see that ordinarily grants are not repeated to several organisations for the same welfare service in a particular area or locality.

12. A scale prescribing the maximum amounts of grants for activities, services and programmes will be laid down by the Board from time to time for purposes of guidance and observance by the persons concerned.

*N. B. For such a scale of grants see Appendix III.*

13. The amounts of grants to be given for various purposes and programmes shall not exceed the maximum limits determined by the Board.

14. The grants may be sanctioned for one year, for the full or part plan-period, or in a lump sum on a non-recurring basis. They may be paid in such instalments and by such dates as the Board may determine from time to time.

15. One of the objects of the grant-in-aid programme being to elicit, encourage and foster the maximum possible effort within their competence and capacity by voluntary welfare organisations and local communities, there will be a qualifying contribution in cash, kind and/or personal service made by the organisations conducting or undertaking a welfare activity or service and seeking financial aid for the purpose from the Board.

16. Where the Board considers the necessity of initiating or fostering a new programme of welfare service to satisfy a local or national need, the Board may provide full or a major part of the approved expenditure of the service for a limited period as laid down by it from time to time.

*N. B. For a scale of qualifying contributions see Appendix III.*

17. While calculating the qualifying contribution of the organisation, among its other assets and resources, reasonable allowance may be made for the probable cost of personal service rendered by voluntary

workers, which otherwise may have to be paid for, and for the rental value of premises owned by the organisation keeping in mind the Board's grant towards its acquisition or construction, if any.

18. An application for two grants simultaneously, one being for the consolidation and improvement of an existing welfare service and the other for the development and expansion of the same service or its extension to another area, will not be entertained.

19. Where an application is considered for a grant for the development and expansion of an existing welfare service, the volume of expansion should be within reasonable limits and such as the organisation will be able to sustain on its own in the case of the future stoppage of the grant. The cost of development and expansion should therefore be a reasonable proportion or percentage of the average annual expenditure of the existing service.

20. Where an application is considered for the consolidation and improvement or for the development and expansion of an existing welfare service, the annual expenditure of that service for the financial year previous to its application should be ascertained. Further, the quantitative aspects of expansion and the qualitative aspects of improvement should be laid down item by item and the expenditure thereon clearly ascertained so that the subsequent checking of the accomplishment or otherwise of the consolidation & improvement or the development and expansion programme may be possible and could be enforced. Similar procedure should be adopted also with regard to applications for grant for an extension of the existing welfare service to another area or the provision of a new service not undertaken so far.

21. In any five-year plan period no organisation or institution shall be paid a total amount of grants exceeding rupees one lakh for several programmes of welfare services undertaken by it in any one village, town or city.

22. Another object of the grant-in-aid programme being to improve the general level and quality of welfare services in the country the Board will lay down standards of services and administration to be observed and attained by the organisations receiving grants from the Board.

*N.B. For a statement of general standards see Appendix IV.*

23. In order to assist the grant-receiving and other voluntary welfare organisation in the conduct, maintenance, improvement, deve-

lopment and expansion of their welfare services or for starting a new activity or service, the Board may provide a Counselling Service of expert or experienced social workers at the Central and State levels, which will function as per the instructions of the Board and which may be availed of by such organisations on the terms and conditions prescribed by the Board.

24. The grants will be sanctioned entirely at the discretion of the Board and the Board may withhold or make a deduction from the sanctioned grants, if the requirements of these Rules and the conditions subject to which grants are made are not fulfilled or if the applying agency has since come into resources for the purpose for which the grant had been sanctioned.

25. The Board makes no commitment for the continuance of a grant on the expiry of the grant period and in no case beyond the plan period.

26. When making a grant for the provision of welfare activities or services as aforesaid, the Board may in addition to any requirements of these rules attach to the grant such conditions for securing the continuity of the activities or services as it may think proper.

*N.B. For general conditions applicable to these grants in addition to those included in these rules see Appendix V.*

27. All activities, services, projects and programmes for which grants are sought under these Rules and the premises in which they are carried on, must be open to inspection by one or more of the Board's Inspectors or any other person or persons employed or deputed by the Board for the purpose of inquiry, inspection or report. Such Inspector or person shall be afforded all the facilities he requires for informing himself as to those activities, services, projects, programmes, or premises and he shall be given access to all the records and accounts of the organisation.

28. All organisations and institutions seeking a grant from the Board should get themselves registered, preferably before applying for a grant, or within the period stipulated by the Board in case a grant has been already sanctioned.\*

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\* A branch of a registered institution can send instead a certificate from the parent body to the effect that it is a regularly constituted branch. Mere affiliation to a registered body or recognition by a department of Government will not suffice as a substitute for registration.

29. Ordinarily applications for aid should reach the Board by the dates fixed for the purpose and in the forms prescribed for various types of aid.

*N.B. For the time schedule for processing the applications see Appendix VI.*

30. Such registers, records and accounts must be maintained and such information and returns must be furnished by the organisations and institutions receiving grants as the Board may require.

*N. B. For an illustrative proforma of accounts and returns see Appendix VII.*

31. The benefits of the activities or service for which a grant is sought from the Board should be available to needy and deserving persons irrespective of caste, creed, race or religion.

32. If any question arises as to the interpretation of these Rules, or as to whether any of the requirements thereof have been fulfilled, or as to the amount of any grant payable thereunder, the decision of the Board shall be final. In order to expedite the disposal of such references to the Board, it may authorise its Standing Committee to deal with the same in the manner prescribed by it.

33. Whenever a doubt arises as to the interpretation of the provisions of the Rules and discretion has to be used by a member of the Board or the Office Staff in assessing the application for a grant, determining the quantum of grant, considering the fulfilment or otherwise of the conditions of utilising the grant, the discretion may be used in such a manner as to lead to simplicity in the operation of the grant-in-aid system and fairness to the grant-receiving organisation. Decision or action taken in a bonafide manner by a Board or Staff member will receive due protection.

34. For facilitating the work of the Central Social Welfare Board throughout the country, it may delegate its powers and functions to the Social Welfare Advisory Boards of the States and Union Territories subject to the conditions and restrictions laid down by the Board in this behalf from time to time.

35. The Social Welfare Advisory Boards of States and Union Territories shall exercise such powers and functions as are delegated to them by the Board from time to time strictly under these Rules and further subject to the conditions and restrictions laid down by the Board.

*N.B. For such delegation of powers and functions to be exercised by the Social Welfare Advisory Boards with respect to applications for grants from 1 April, 1961 onwards see Appendix VIII.*

36. Within the broad frame-work of the Rules, the Central Social Welfare Board may from time to time frame sub-rules or issue directives and instructions to regulate the detailed administration of its grant-in-aid programme.

37. These Rules may be cited as the grant-in-aid Rules of the Central Social Welfare Board, 1961.

### APPENDIX I (Rule 5)

Illustrative but not Exhaustive list of activities, services and schemes.

#### (a) Welfare Services for Children :

- (i) Institutions for the care, protection, education and rehabilitation of the socially handicapped (e.g. orphans, destitutes, foundlings, children of unmarried mothers, waifs & strays).
- (ii) Temporary Homes for children (e.g. uninfected children of leprosy and T.B. patients, children from broken homes, children of unattached women workers employed or under training).
- (iii) Day-care centres including creche, Balwadi, nursery school or Pre-primary school.
- (iv) Recreational and Cultural Centres and Holiday Homes for children of low income families.
- (v) Infant Health Centres.
- (vi) Child Guidance Clinics.

#### (b) Welfare Services for Women :

- (i) Institutions and Reception Centres for the care, protection, training, and rehabilitation of (a) destitute women and those in distress, (b) rescued women.
- (ii) Women's welfare organisations (Mahila Mandal, Bhagini Samaj and such others) conducting Social Education (including domestic science and hygiene and extra-curricular activities

for adolescent girls), Literacy classes, Arts and Crafts, Recreational activities, etc.

- (iii) Maternity Centres in places where such service is not easily available.
- (iv) Condensed Course of Training for Women.
- (v) Hostels for Working Women (for low income groups).
- (vi) Family Counselling Agencies.

**(c) Welfare Services for the Handicapped :**

- (i) Institutions and Services for the care and rehabilitation of the physically and mentally handicapped and for the supply of aids to them. (Grants for the education and training of the handicapped may be given temporarily so long as the Ministry of Education is unable to provide for the same).
- (ii) Hostels for the working handicapped.
- (iii) Small production units for the handicapped.
- (iv) Special schools and residential institutions for children in need of special instruction (e.g. mentally retarded or those who have been under long hospitalised treatment or orthopaedically handicapped).

**(d) Welfare Services for the Aged and the Infirm :**

- (i) Homes, day care centres or clubs for the aged,
- (ii) Infirmaries for the chronic ill.

**(e) Services for Persons Released from Correctional Institutions :**

- (i) Rehabilitation services e.g. Aftercare hostels, workshops, job placement, and small financial assistance wherever necessary.

**(f) Services for Cured Leprosy and T.B. Patients :**

- (i) Rehabilitation services e.g. Aftercare hostels, workshops, job placement and small financial assistance.

**(g) Training of Welfare Personnel :**

- (i) Training or Orientation of salaried workers of voluntary welfare agencies.
- (ii) Refresher courses for the trained welfare workers.
- (iii) Short-term or orientation courses for voluntary social workers.

**(h) Coordination :**

Meeting expenditure of agencies carrying out coordination in a specific geographical area and in a field of social service.

**(i) Other Welfare Services for the Community :**

- (i) Urban Community Centres including welfare aspects of slum improvement, clearance and prevention.
  - (ii) Short-term specialised courses of training for adult women seeking employment.
  - (iii) Other specialised courses of training for women as approved by the Board.
  - (iv) Dormitories and Night Shelters.
  - (v) Small production units set up by voluntary welfare institutions.
  - (vi) Holiday Homes for children.
  - (vii) Community Welfare Services in rural areas.
  - (viii) Welfare services for the children of women, who have formed themselves into a Co-operative in a socio-economic programme.
- (j) Medical Social Work Offering Welfare Services to Patients in Medical Institutions :**

**APPENDIX II (Rule 6)****Services excluded by the Board from its purview :**

- (a) Programmes exclusively for the welfare of Scheduled Castes, Scheduled Tribes and other Backward Classes including denotified tribes.
- (b) Labour Welfare Schemes meant exclusively for the benefit of labour employed in factories, mines, plantations, industrial establishments, and similar other concerns.
- (c) 'Youth and Students' Welfare Programmes provided for under the Central or State Governments.
- (d) 'Family Planning' Services.
- (e) Libraries except when they form part of a composite welfare programme.
- (f) General medical aid except when it forms part of a composite welfare programme.



- (g) Grants for supplementing per capita grants given by the State Governments in discharge of a statutory responsibility.
- (h) Welfare activities undertaken by the Gram Panchayats.

### APPENDIX III (Rules (12-16))

#### Scale of Grants and Qualifying Contributions

1. The amount of grant should not exceed the amount requested by the organisation or the actual need, whichever is less.

2. Ordinarily an unaided organisation, applying to the Board for a grant for the first time, may be considered for a grant for the consolidation and improvement of its existing welfare service.

3. An unaided organisation of less than five years standing asking for a grant for the first time may be considered for a grant for one year for the purpose of consolidation and improvement of its welfare service up to an amount not exceeding Rs. 5,000 subject to the provisions of the Rules and the following conditions :

- (a) that the amount of the Board's grant does not exceed the organisation's own qualifying contribution calculated on the basis of its normal recurring expenditure on the service,
- (b) that the amount of grant does not exceed 75 per cent of the cost of improvement worked out item by item, and
- (c) that the organisation undertakes to meet 25 per cent of the expenditure of improvement and to maintain its normal activity or service.

4. Such grant as in 3 above or a lesser grant as applied for or considered necessary may be repeated on an annual basis and the standard of performance of the organisation may be watched. The minimum period for watching the performance of the organisation should be two years and the maximum 5 years, whereafter if the standard of its service is found to be satisfactory, its application may be considered for a plan period grant.

5. If an organisation, newly started but otherwise found dependable, applies for a grant for welfare service in an area which is poor, remote, backward or difficult, where welfare services are scarce or non-existent, and which the Board approves as an area where welfare services need to be specially encouraged, the application may be con-

considered for a one year grant upto a maximum amount of 75 per cent of the total approved expenditure of the project or service, provided the organisation has collected or gives satisfactory assurance to meet at least 25 per cent of the required expenditure as its qualifying contribution. The amount of grant in such cases shall not exceed Rs. 5,000 per annum.

6. Such grant as in 5 above may be continued on an annual basis upto the Plan period or a maximum period of five years, provided the service rendered by the organisation is found to be satisfactory. Only after the organisation has proved its capacity to provide the welfare service as per the standards laid down by the Board should its application be considered for a plan period grant.

7. Organisations, receiving annual grants which come to satisfy the standards of welfare service, laid down by the Board, may be put on a Plan period basis if they apply for the continuance of the grant.

8. If an unaided organization established over a period of five years or longer, asks for a grant for the improvement of its welfare services, the Board may consider the application for a Plan period grant not exceeding an amount calculated at the rate of Rs. 5,000 per annum, subject to the provisions of the Rules and the following conditions :

- (a) that the amount of the Board's grant per annum does not exceed the organisation's qualifying contribution by way of its normal expenditure,
- (b) that the amount of grant does not exceed 75 per cent of the approved expenditure of improvement worked out item by item,
- (c) that the organization undertakes to meet 25 per cent of the expenditure of improvement and to maintain its normal activity or service, and
- (d) that such grant for improvement is not repeated beyond five years.

9. If an organisation, qualifying by its standing, status and standard of service asks for a grant for the development and expansion of its existing welfare service, for the extension of its service to another area or for providing a new service not undertaken hitherto and the Board considers the organization eligible for such grant, the Board may consider the application for a Plan period grant not exceeding an amount

calculated at the rate of Rs. 10,000 per annum, subject to the provisions of the Rules and the following conditions :

- (a) that the amount of the Board's grant per annum does not exceed the organisation's own normal recurring expenditure on its existing welfare service,
- (b) that the amount of grant does not exceed 75 per cent of the approved expenditure of the development and expansion or extension to another area of the existing service, or the expenditure for the provision of a new service, worked out item by item, and
- (c) that the organisation undertakes to meet 25 per cent of the expenditure of development and expansion and to maintain its normal activity or service.

10. When an organization, which has been given a grant in one Plan period for less than five years, is considered for a full five-year grant in the succeeding Plan period, necessary adjustments may be made for calculating the amount of grant to be given.

11. Grants for the next Plan period to organizations aided in an earlier Plan period will be given on a tapering or diminishing basis, the idea being that the beneficiaries, the group, neighbourhood or community should progressively share as far as possible in the expenses of the service, the benefits of which they have been enjoying.

11. 1. The amount of the Board's grant to be given to aided organizations for continuing their approved programme of service during the succeeding Plan period should not exceed 50 per cent of the approved total recurring expenditure of the previous aided improvement or expansion programme, or the amount requested by the organization, whichever is less, all other provisions of the Rules being observed as usual while considering the applications for the continuance of such grants during the succeeding Plan period.

11. 2. Ordinarily the principle of tapering the amount of grant (as from 75 to 50 per cent) be applied to each aided organization after a lapse of 5 years.

11. 3. In no case should the grant in a succeeding Plan period exceed the grant given for the same programme in the preceding Plan period.

11. 4. If for any reason the grant given for a programme of service to an aided organization on a yearly basis in an earlier Plan period is to

be continued on an annual basis in a succeeding Plan period, the same criterion of tapering may be applied as for full Plan period grants.

12. As regards the proportion of grants to be given for the continuance of the programmes of service during the next further and succeeding Plan periods, the Board may review the position in the fourth year of the Third Five Year Plan, i.e. in 1964-65 and in the fourth year of the succeeding Plans as considered advisable in order to reach necessary decisions regarding the proportion of grants to be given in each succeeding Plan period.

13. If an aided organization asks for a grant for the consolidation and improvement or the development and expansion of a programme of service not aided before, and the Board considers it eligible for such grant, the application may be considered on the same basis as if it were made for the first time.

14. **Building:** The maximum amount of grant for the purchase or construction of a building and for additions and/or alterations thereto shall not exceed a sum of Rs. 25,000 subject to the following conditions:

- (a) that the grant-receiving organisation will match the Board's grant with an equal amount of its own, the land, if any to be calculated at its actual value not exceeding 25% of the Board's grant for the purpose of the qualifying contribution ;
- (b) that the standing, status, nature and quality of service, the volume of annual expenditure thereon, the need for the proposed building and the financial stability of the organisation will be taken into consideration while assessing its eligibility for a grant, and special conditions may be attached to the grant as considered advisable by the Board.

15. **Mobile Van:** The maximum amount of grant for a mobile van with necessary equipment for the proper conduct of a specific welfare service shall not exceed a sum of Rs. 18,000, subject to the following :

- (a) that the grant-receiving organisation will meet the remaining cost of the van and equipment, if any, and its running expenses,
- (b) that the same considerations for assessing the eligibility of the organisation applying for a grant will apply as in the case of one applying for a grant for a building.

16. The above two non-recurring grants may be given to deserving organisations over and above the maximum plan-period grants for the consolidation and improvement or development and expansion of their welfare service programmes, subject to the provision that the maximum amount of grant of Rupees one lakh to an organisation under Rule 21 shall be inclusive of the grants for building and mobile van and any of the specific schemes mentioned in paragraphs 18 and 19 below.

17. **Equipment:** The amount of grant for non-recurring expenditure on apparatus, equipment, furniture, utensils, etc. included in the total grant for a welfare service should not ordinarily exceed a sum of Rs 5,000 in any one service or programme subject further to the following :

- (a) The non-recurring expenditure of a welfare service should be separated from the recurring expenditure;
- (b) The non-recurring grant for equipment and furniture should be in proportion to the expenditure of the welfare service;
- (c) A grant for equipment for a particular service shall not be repeated except on a recognised basis as to the durability of various items of the equipment as laid down by the Board;
- (d) Ordinarily such grant for equipment shall not be repeated within a period of less than three years.

18. **Grants for Specific Schemes Sponsored by the Board:** The Central Social Welfare Board may sponsor the provision of a specific needed welfare service on its own initiative. In such cases the Board may invite applications from recognised voluntary welfare organisations or entrust the carrying out of its programme to selected organisations. The details of the cost should be carefully worked out in such cases and the working of the programme reviewed from time to time to ensure efficiency of service. In such cases the Board may provide the major portion of the expenditure of an approved programme without insisting on a cent per cent matching basis. In such cases a part of the qualifying contribution may come in the form of personal service, which may have otherwise to be paid for, the use of premises where the programme is conducted, and the general management and supervision of the organisation undertaking the execution of the programme or provision of the service.

19. Specific schemes sponsored so far by the Board from time to time are as follows ;—

(i) Condensed Course of Training for Adult Women to be completed in two years.	Rs. 30,000
Additions to building for the above	5,000
(ii) Hostels for working women (one year)	15,000
(iii) Urban Community Welfare Project to be conducted over a period of three years	25,000
(iv) Dormitories or Night Shelters for the homeless	(To be determined by the Board from time to time)
(v) Hostels for the working blind (one year)	do
(vi) Holiday Camps for children	do

#### APPENDIX IV (Rule 22)

##### STANDARDS

Standards will apply to the following :

- (i) Welfare service
- (ii) Premises where the service is conducted
- (iii) Personnel employed or working to render the service
- (iv) General Administration.

1. The welfare service provided by the institutions should be prompt, efficient and adequate to meet the need.

2. It should be carried out economically so as not to be wasteful of the resources in men, money and material, which are limited in comparison to the vast needs of the country.

3. The premises where the service is provided should be kept scrupulously clean and tidy, both within and without and so also the surroundings.

4. The equipment, furniture and other belongings of the institution and the workers and inmates should be kept in proper places and/or receptacles in an orderly manner.

5. The rooms where the inmates sleep and work should not be over-crowded and should be properly lighted and ventilated.

6. The essential facilities and amenities for the comfort and

convenience of the inmates such as clean water supply, washing and bathing facilities, latrines and storage space should be adequate and in proportion to the number of inmates living or working in the institution.

7. The beds, bedding and clothing of the inmates should be kept scrupulously clean. The clothing should be tidy and adequate.

8. Care should be taken to see that the inmates receive adequate balanced food and nutrition.

9. Provision should be made for the adequate medical care of the inmates by way of preventive inoculations, regular periodical check-up, isolation and treatment whenever necessary.

10. A genuine effort should be made to reproduce in institutions an atmosphere of a home, family and community and not one of impersonal indifference. Contact should be maintained with the local community. Discipline among the staff and inmates should arise spontaneously out of the general conduct, courteous and considerate behaviour and the tone of management of the institution, and should not necessarily have to be forced through rigorous measures of fines and penalties.

11. Where children under twelve are lodged, particular effort should be made to create the atmosphere, intimacy and warmth of a home and family and not of an impersonal institution.

12. The staff of the institution should be specifically oriented to observe the above attitude and spirit of helpfulness to the inmates. They should also be given the necessary awareness of up-to-date techniques and methods of teaching and treatment available in their particular field of service. They should be given facilities to acquire the knowledge of the technical side of their work if they have not been specifically trained for the purpose.

13. Particular attention should be paid to orient the staff to observe the tenets of good human relations in dealing both with the subordinate staff and the inmates of the institution.

14. The general supervision and administration of the institution and the management's relationship with staff and voluntary workers should be such as to evoke response and cooperation and make for an efficient discharge of their functions, duties and responsibilities by the staff and the inmates.

15. All attempts of the service should be directed towards the creation of a spirit of self-reliance and for the rehabilitation of the inmates to the normal life of a citizen within a minimum possible period.

16. The affairs of the institution or the service should be supervised by a proper Committee appointed or elected according to the constitution, and there should be periodic meetings of the committee to look after or check the work being done.

17. Proper accounts of the income and expenditure of the institution, service or activity should be kept and arrangements made to see that this is done regularly by the staff or voluntary workers entrusted with the task.

18. The Board would like to see the principle of self-help fostered by the grant-receiving institutions or organisations, rendering a welfare service charging a reasonable fee from the beneficiaries taking advantage of the service. However, in such cases where otherwise deserving beneficiaries are unable to pay the fee, the service should not be refused to them.

19. Organisations providing palliative, curative and/or rehabilitative welfare services would do well to pay attention to the preventive aspects of the social ill or problem they are dealing with, and take such measures as lie in their power to prevent the spread of the ill or mitigate its incidence, and also move the authorities concerned to take such preventive measures as are considered desirable or as the authorities deem fit.

N.B.—For a guide to minimum standards of welfare services see Annexure pp. 71-113.

## APPENDIX V (Rule 26)

### General Conditions

An organisation or institution aided by the Central Board should

1. have a regularly constituted and representative Managing Committee ;
2. exercise reasonable economy in utilising the Board's grant ;
3. maintain its normal level of activities and efficiency and raise sufficient funds to meet its qualifying contribution ;
4. utilise the grant for purposes approved by the Board and within the period for which it was sanctioned ;



5. maintain proper accounts in order to reveal how the Board's grant and their own contribution have been utilised ;
6. Conform to such further special conditions as are attached to the grant ;
7. get its accounts audited by a Chartered Accountant or by the Audit Department of the State Government and send to the Board, soon after the period of utilisation of the Board's grant, a statement of accounts clearly showing the expenditure from the grant on approved items, and the normal and/or matching expenditure.

Where a grant to an institution does not exceed Rs. 2,000 in one year, the Central Board may accept the accounts if certified by a local gazetted officer.

In case auditing is expected to take time, an unaudited statement prepared from the organisation's or institution's books, should be sent immediately to be followed by an audited statement as soon as it is available.

8. The second or subsequent instalment will be released on the basis of a progress report and a statement of (unaudited) accounts.

The audited statement of accounts should follow.

#### **APPENDIX-VI (Rule 29)**

##### **Time Schedule\***

Advertisement :	<i>Between 10-15 June</i>
Receipt of applications :	<i>By 15 August</i>
Preliminary scrutiny of applications by the office and calling for required information, etc.	<i>By 31 August</i>
Forwarding applications and the copy of the inquiry made by the office to the visiting members :	<i>By 15 September</i>
Visit and scrutiny of applications by members :	<i>By 31 October</i>
Preparation of the summarised application in a prescribed form and forwarding the same to the members of the State Boards :	<i>By 15 November</i>
Meeting of the State Boards to dispose of the applications :	<i>Between 1 and 7 December</i>
Forwarding the recommendations of the State Boards in the prescribed form to the Central Social Welfare Board :	<i>By 15 December</i>
Communication of the approval and/or decision of the Central Social welfare Board to the State Boards and applying organisations and institutions :	<i>By 15 February</i>
Release of first instalment of grant :	<i>30 April to 30 May</i>

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\*This time-schedule will not apply to applications for grants for building, mobile van, or for specific schemes sponsored by the Board. Such applications for grants may be considered as and when received or by such dates as the Board may determine from time to time.

## RECEIPTS

	Average of the last 3 years	For the last year		Propose for the year(s)
		Budgeted	Actual as per state- ment of accounts.	

**I. Grants :**

- (a) Central Govern-  
ment (Ministry)
- (b) State Government  
(Department)
- (c) Local Bodies (Town)
- (d) Other grants.

**II. Donations.****III. Subscriptions.****IV. Sale-proceeds.****V. Interest.****VI. Rent of Building.****VII. Fees.****VIII. Other receipts (to be  
specified).****IX. Grant from Central  
Social Welfare Board.****Total**

- Note:**—(i) The list of heads of accounts is not exhaustive. An agency could adopt the above form as far as possible, leaving out items not applicable, or adding other items of receipts and payments, if necessary.
- (ii) The value of donations in kind and voluntary service which may have to be otherwise paid for to be shown separately against the relevant item with entry on both the sides.
- (iii) A separate sheet relating the figures with the work of consolidation and improvement or development and expansion

10) \_\_\_\_\_  
 ts in respect of.....

).....

(a) Normal (average) strength of beneficiaries \_\_\_\_\_

(b) Additional number to be taken during  
 the year \_\_\_\_\_

(c) Total \_\_\_\_\_

### PAYMENTS

	Average of the last 3 years	For the last year		Proposed for the year(s)
		Budgeted	Actual as per state- ment of accounts	

#### I. Recurring :

1. Salaries of staff.
2. Food and clothing.
2. Raw materials for crafts.
4. Medicines.
5. Rent.
6. Light, water, etc.
7. Contingencies.
8. Other items. (to be specified).

Total \_\_\_\_\_

#### II. Non-recurring :

1. Building, etc.
2. Van.
3. Equipment, etc.
4. Other items.

Total \_\_\_\_\_

Grand Total (I & II)

and giving explanation for each of the major items provided in the budget may be attached with the estimates.

(iv) If the institution has more than one activity, the figures for the Receipts and Payments of different activities should be shown separately in the Budget/Accounts.

(v) Against items 1, 7 and 8 under 'Recurring Payments', the estimated administrative expenditure on items like rent, salaries of clerical and accounts staff, audit fee, stationery, etc. may be clearly shown.

**APPENDIX VIII (Rule 35)****DELEGATION OF POWERS TO THE SOCIAL WELFARE  
ADVISORY BOARDS OF STATES AND  
UNION TERRITORIES**

1. All applications for one year grants and all applications asking for five-year plan period grants not exceeding a maximum amount of Rs. 5,000 provided the same organisation has not simultaneously applied for a plan period grant for another activity or service, may be disposed of by the Social Welfare Advisory Boards subject to the confirmation of their decisions by the Central Social Welfare Board as per Regulation X of the Board and subject further to any specific instructions issued by the Board from time to time. All subsequent actions relating to the sanctioned grants, their release and utilisation may be taken by the Social Welfare Advisory Boards.

2. The Social Welfare Advisory Boards shall consider, dispose of and deal with the applications for one-year grants in accordance with the Rules of the Central Social Welfare Board for the administration of the grant-in-aid programme and any specific directives which the Central Social Welfare Board may give in that behalf from time to time.

3. If there is any doubt about the interpretation of the Rules, instructions or directives of the Board, the same may be got clarified as far as possible before the grants are sanctioned or instalments thereof released.

4. All applications other than for one-year grants may as a rule be also routed through the Social Welfare Advisory Boards, who shall process them as per the Rules, instructions and directives of the Central Social Welfare Board and forward their recommendation on each application in the manner and by the date required by the Board.

5. All decisions of the Board may generally be communicated to the applying agencies through the Social Welfare Advisory Boards or copies of the letters communicating the decisions may be sent simultaneously to them for their information and necessary action as the case may be.

6. One copy of every application for aid with all relevant information shall be forwarded to the Central Social Welfare Board for purposes of record, analysis, collection of relevant statistics and any other action which the Board may take thereon.

**PART III**  
**EXPLANATION**

**14. Rules and Appendices Form a Single Structure.** In framing the Rules with relevant Appendices, the Committee has worked within the frame-work of the Resolution No. F. 2-6/53-D. 2 dated 12 August 1953 of the Government of India, Ministry of Education, and the Regulations and Bye-Laws of the Central Social Welfare Board, framed thereunder. It has accordingly avoided the use of the word 'Code' and instead adopted the word 'Rules' for the structure governing the administration of the grant-in-aid programme. The 'Rules' have been kept as brief and clear-cut as possible, so that they may be easily comprehended by the members of the Social Welfare Advisory Boards, the staff of the Central and State Board Offices and the grant-seeking agencies. The relevant Appendices detailing the application of the Rules have been kept separate and appended to the Rules but they must be treated as a substantive part of the Rules. Their being kept separate as Appendices will help the Board to add to or alter them in future according to developing circumstances without affecting the main body of the Rules.

**15. Formulation of the Board's Policy and Objectives.** The Committee has recommended grants for main purposes, viz.

- (a) for the 'consolidation and improvement' of existing welfare services,
- (b) for the 'development and expansion' of existing welfare services,
- (c) for the promotion of needed welfare services in areas where they do not exist, and
- (d) for the promotion of new welfare services not hitherto undertaken.

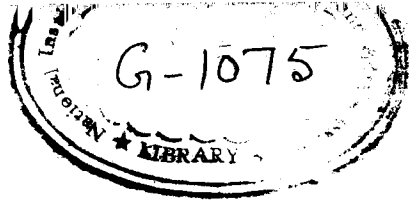
The Committee is of the view that the Board may consider the formulation of a specific progressive policy regarding the grant-in-aid programme and the objectives to be achieved through the instrumentality of the same. In doing so it may keep in mind promoting with the help of grants such welfare services as are within the means, competence and capacity of the people on the basis of voluntary

community organisation. The Board may have to draw some line regarding welfare services for which the state may progressively assume statutory responsibility.

(i) **Partnership between statutory and voluntary welfare Services.** The Committee understands that the Government Resolution, quoted in paragraph 13 above creating the Central Social Welfare Board (see Rules), lays down the functions to be performed by the Board. They appear to reflect a changeover from unorganised charity to systematic welfare work on scientific lines, to be supported by State assistance wherever considered necessary or desirable. The Resolution also envisages proper coordination of all welfare services, voluntary and statutory, and the dovetailing thereof into the general pattern of the overall development of the country as unfolded in the Five Year Plans. Such a policy of grant-in-aid on a countrywide scale is obviously based on the principle of partnership between the government and voluntary welfare organisations in the common cause of promoting social welfare on a planned basis. Thus it reflects the change in the role of voluntary welfare organisations from the concept of charity or patronage to that of social responsibility based on social justice just as it represents the assumption of responsibility by the State to share in the promotion of the general wellbeing of the people.

(ii) **Emphasis on Rehabilitative and Preventive Services.** This change in the role of welfare services to meet social needs, remove social ills and solve social problems, is characterised by the shifting of emphasis

- (a) from mere relief of distress to a process of complete rehabilitation of the handicapped individual and family,
- (b) from merely palliative or curative programmes to preventive services,
- (c) from the mere maintenance of a few severely handicapped individuals to the education, training and aftercare of the largest possible numbers needing such services, and
- (d) from merely providing custodial care to mixed groups affected by varying handicaps to the development of specialised services suited to the rehabilitation of specific categories of the handicapped, classified scientifically and treated according to individual needs.



(iii) **Direction of the grant-in-aid programme.** In the view of the Committee, the objectives of the grant-in-aid programme may therefore be directed, inter alia, towards the following :

- (a) Supporting enlightened, organised and self-reliant voluntary effort in the planned promotion of welfare services ;
- (b) encouraging scientific trends in the development of social welfare services as mentioned in paragraph (ii) above ;
- (c) evolution and enforcement of minimum standards of welfare services ;
- (d) consolidation of the existing welfare services together with such qualitative improvements as the prescribed standards may require from time to time ;
- (e) promoting welfare services in areas where they are necessary but are non-existent ;
- (f) sponsoring new welfare services to meet the changing socio-economic needs in the country ;
- (g) bringing about a balanced development of welfare services, region-wise and service-wise ;
- (h) rendering such technical assistance through field-counselling as may be necessary for the best utilisation of the grant-in-aid from the Board ;
- (i) training, recruitment and appointment of qualified personnel so as to attain, maintain and improve upon the standards stipulated for various types of welfare ;
- (j) effective co-ordination in the planning and implementation of various types of welfare services in each area so that the limited available resources can be utilised with maximum efficiency and economy.

(iv) **Consideration of Policy at a Conference of representatives.** The Committee recommends that the Central Social Welfare Board may consider the above statement of grant-in-aid policy in the light of the Government Resolution at one of its annual Conferences whereto the Chairmen of State Social Welfare Advisory Boards, representatives of State Departments of Social Welfare representatives of All India Voluntary Welfare Organisations and of the Association of the Schools of Social work in India and like interests may be invited.

(v) **Pilot Projects to precede a Country-wide programme.** On having decided upon the policy and programmes to be implemented, on a country-wide scale, it would be advisable for the Board not to launch at once on a large programme but try out a few *Pilot Projects* located suitably in different parts of the country and staffed adequately with trained, qualified and experienced staff, so as to avoid possible wastage of resources on new or untried schemes and to gain an allround experience of the functioning, difficulties and achievements of such projects or schemes proposed to be sponsored ultimately on an extensive scale. If the expectations of achievements are fulfilled, the limited programme of pilot projects may then be expanded with due adjustments or modifications in the light of experience gained in the pilot projects and according as local conditions may require. Even after the pilot projects have been found successful and the programme launched on a country-wide scale, it may be advisable for the Board to continue the working of a few projects on a pilot basis in order to test new techniques and methods, to augment the volume of activities and services etc., under proper supervision and guidance. Such a procedure seems essential in the interest of economy so that the successful experiments may be spread to other projects throughout the country and precautions may be taken to avoid or alter unsuccessful methods, techniques and approaches. The Board may itself run such pilot or experimental projects under its own auspices, or it may entrust them to a few selected voluntary organisations of good standing and record or achievements in the same or similar field of activities. The experience gained in pilot projects may be communicated to the other organisations concerned and the interested public through pamphlets, leaflets and similar other means as also through a proper use of the English and Hindi editions of the Social Welfare Journals of the Central Board and the Bulletins or Journals of the State Boards.

(vi) **Long-range Prospect of the Grant-in-aid Programme.** The Committee would like to draw the attention of the Board and the Government to the fact that the grant-in-aid programme has so far encouraged a sizeable volume of welfare services among old and established voluntary welfare organisations and has also fostered welfare activities among a number of newly started organisations and institutions. In spite of the warning to the contrary, these organisations and institutions have come to expect that such grant-in-aid will be continued at least until such time as the agencies will be able to meet the entire expenditure from their own or the community's voluntarily



offered resources. This consummation may not come about in all cases. To take an example, it may be very doubtful whether individual villages will themselves be able to bear the expenses of and maintain the Welfare Extension Programmes or the Balwadis initiated in their areas on the same level as hitherto without outside assistance. This inability to meet the minimum expenditure on institutions and activities started by or with the assistance of the grants of the Central Social Welfare Board may perhaps endure for some years, in which case the grant-in-aid will have to be continued till that period. It may be that the expenditure of some projects may become a relatively long-term or permanent liability and the Grant-in-aid Programme may have to be put on a permanent footing. Otherwise it may happen that the unaided programmes and projects may weaken and/or collapse no sooner the grants cease to be given. This aspect of promoting development of voluntary welfare services in the country and increasing the liability of the local communities or organisations without any definite planned objective in view requires serious thought on the part of the Central Board and the Government of India.

(vii) **Fears of Sudden Stoppage of Grants.** In fact the representatives of a number of agencies, State Boards and government departments, expressed this fear forcefully. Some representatives even suggested that there should be no gradual tapering or diminution of assistance from the Board on new programmes. Some suggested a very gradual tapering and at least some permanent assistance for particular services such as those for the blind, deaf-mute and orthopaedically handicapped, for homes for rescued women, and old, infirm, disabled and destitute people. It was pointed out that the uncertainty of the grant-in-aid programme beyond the maximum of a plan period of five years also created considerable hesitation on the part of newly established or old organisations in undertaking to provide needed welfare services even with cent per cent financial assistance from the Board in the initial stages. This was because there was no assurance or certainty of the continuance of the grant over a relatively longer period which it would take for the institutions to develop satisfactory services to meet the welfare needs of the beneficiaries in a constructive manner.

(viii) **Placing Grants on a Permanent Basis.** The Committee therefore strongly feels that the Government should consider this aspect of the grant-in-aid programme and enunciate some policy whereby it is put on a relatively permanent basis. This is also essential in the interest of good planning, firm policy-development, clear objectives and for

eliciting the maximum service on the part both of the voluntary workers and the paid staff. For, it would not be easy to secure whole-hearted and anxiety-free effort or service on the part of incumbents, who live and serve in the uncertainty both as regards needed finances and the tenure of their paid or voluntary positions.

(ix) **Voluntary Welfare service a National Asset.** The Committee believes that at any stage of the country's development, organised voluntary welfare work on the part of the citizens to meet a variety of local needs on the basis of self-help and mutuality of service, will always remain a valuable and effective national asset. Such welfare work will further supplement statutory effort to provide essential social services, for which the government may have undertaken responsibility. It will therefore be a desirable thing for government to promote such organised voluntary welfare effort on the widest possible scale by offering financial assistance and technical aid and advice, where needed, thus eliciting and marshalling the inherent spirit of service from amongst the members of the community of varied age-groups.

It is in the belief that the grant-in-aid programme of the Board has come to stay as a permanent feature and a well considered policy of the Government of India that the Committee has made its recommendations

- (a) to widen the scope of the Boards assistance,
- (b) to increase the ceiling amounts of grants,
- (c) to foster welfare services on an experimental basis, and
- (d) to allocate grants to tried and tested organisations on a plan period basis.

(x) **Services not falling within the Board's Purview.** While the Committee has suggested the expansion of the scope of grants for further welfare activities (see Appendix, I to the Rules), it has also suggested that the Board need not enter the field of social services which are the statutory responsibility of other Ministries or Departments such as Home Affairs, Health, Education, Labour, Cooperation, Cottage Industries, etc. This is in order to avoid duplication or encroachment as also with a view to conserving and expending the Board's limited resources on promoting social welfare services, which field is still very widely unmet. If, however, for any reason the Board has to assist the social welfare part of a composite service falling within the purview of another Ministries or Department of Government, it should always do so in cooperation and consultation with such

Ministry or Department concerned. If for any reasons such as remoteness of the area and non-availability of the service, the Board undertakes or financially assists some voluntary organisation to undertake a service falling within the purview of a statutory agency, it should be only for a limited period in consultation with the Ministry or Department concerned which may be requested to take up the work at the earliest opportunity.

(xi) **Aiding activities involving the cooperation of other Governmental Agencies.** Further, where a certain scheme or project depends for its completion or ultimate success on another Governmental or Municipal agency or department supplementing the Board's assistance or support, no large-scale programme should be launched without ensuring, through previous negotiations with the agency or department concerned, that it will continue the programme further or complete it with its own resources. To illustrate, if Balwadis, Kindergartens or Nursery Schools are started in remote villages, the Ministry or Department concerned must be approached and alerted in time to see that primary schools will be set up there if they do not already exist. Otherwise the initial expenditure of preparing toddlers for primary education may be wasted. Similarly it may be seen as to what is going to be the ultimate outcome of a scheme like Night Shelters or Condensed Course of Training. Is the Ministry of Housing or any other appropriate Ministry going to run these shelters, is there a likelihood of such shelters being run on a self-supporting basis by voluntary organisations or is it going to be the permanent liability of the Central Social Welfare Board? If no appropriate agency is to take up the responsibility, it should be a matter for initial consideration as to whether such schemes should be launched or undertaken on an *ad hoc* or experimental basis by the Central Social Welfare Board in the mere hope that they may be ultimately taken up or run by some voluntary organisation or government department. The uncovered field of social welfare is so vast that there will be no dearth of appropriate schemes for the Board to sponsor, if the needs of the peoples are systematically assessed and some of them are proposed to be met on a basis of priority with thorough preparation as to their long-range outcome.

(xii) **Demarcation of the Voluntary and Statutory Spheres of Welfare Services.** A further matter of policy needs to be noted here. It will be realised that the fostering of voluntary welfare services and programmes throughout the country to meet widely felt needs also create simultaneous financial liabilities and that such liability would

increase for most organisations with the lapse of time. It is highly desirable therefore that the Central Social Welfare Board and the State Advisory Boards should have some clear view as to what services and programmes should be promoted with the help of grants through the instrumentality of voluntary welfare organisations and local rural or urban communities and to what extent? They may also consider which services should be undertaken sooner or later by statutory agencies mainly financed by the State or local authorities, even if some voluntary cooperation is enlisted therein for specific purposes. It may happen that some services may be fostered through voluntary organisations by way of an experiment or pioneer effort, but before such programmes or projects multiply, the Board's mind should be clear as to whether the type of welfare service is to fall mainly within the voluntary or statutory sphere. Where the social need or welfare service is of such character that it would sooner or later become a statutory responsibility because of its involving a heavy expenditure and administrative implications, which voluntary organisations obviously would not be able to shoulder, the Board should proceed cautiously and channel such efforts in a manner that their passage to the statutory sphere may become easy. In fact it needs to be considered carefully at every stage as to what types of welfare activities would be within the means and competence of local communities to organise, and which may therefore be left to be carried out by voluntary agencies, and which services may have to be placed within the purview of statutory agencies. It should be understood that there are limitations to the efficacy of services rendered by either category of agencies, viz., voluntary and statutory. This would also indicate the necessity of periodic consultations between the Board and the Ministries and Departments responsible for providing social welfare services in the country both at the Central and State levels.

(xiii) **Systematic Promotion of Community Responsibility.** The Committee would like to suggest that such welfare services for children, youth, old persons, the family and community may be fostered among local voluntary welfare organisations as would not involve very heavy expenditure, permanent institutionalisation, deep technical knowledge or long-range involvement. Further the services undertaken by local communities should be well within their means, competence and capacity and they should experience the benefits thereof directly. While assisting the building up of such welfare services at the local level, persistent care should be taken to see that with the contributions of the beneficiaries or the local community, the

grant-receiving organisations gradually undertake fuller responsibility for the conduct of such simpler and less costly services so that the Board's or government's financial burden may not become permanent in such cases and it may be able to spare its resources to meet other contemporary social needs throughout the country. Where needed welfare services as above are provided by voluntary welfare organisations or local communities, their need for technical aid and counselling service, should be met as far as necessary by the Board or the Government departments concerned.

**16. Improving the Standards of Existing Welfare Services.** As regards the broad principles of the working of the grant-in-aid programme, the Committee is of the view that before a grant-seeking agency is given a grant, the standard of its existing welfare service should be assessed by the members as well as the Welfare Officers of the Social Welfare Advisory Boards. If the standard does not come up to the broad level indicated in Appendix IV to the Rules, the organisation may be considered for a grant for the 'consolidation and improvement' of its service and it may be, asked to improve the quality of its service by way of efficiency of its general administration, training its un-trained personnel engaging trained personnel in place of untrained ones, improving the diet and training of the inmates or beneficiaries, purchasing needed equipment, providing suitable premises, maintaining better records and accounts, working for more effective rehabilitation of the inmates, etc. Needed assistance may be given specifically for such 'consolidation and improvement' of its welfare service. No organisation, which is in need of bringing up the quality of its total service to minimum standards should be given a grant for extending or expanding its service or undertaking a new welfare service. Only when the standard of welfare service is considered satisfactory according to the standards prescribed by the Board, should an organisation be asked to expand or extend its service and considered for an appropriate grant for 'development and expansion'. The Committee feels that only by strictly following such a procedure of assessment of welfare services provided by the grant-seeking organisations and assisting them according to individual needs will the Board be able to improve the standard of welfare services in the country and put its limited resources to optimum use. It is in view of such considerations that the Committee has recommended the giving of grants either for 'consolidation and improvement' or 'Development and expansion' of Welfare services as found suitable after due scrutiny and assessment.

(i) **Nature of Improvement or Expansion of Service to be Specified.** The Committee would like to emphasise that the specific nature of the 'consolidation and improvement' of an existing welfare service should be indicated to the grant-seeking agency in precise terms item by item, and the members and staff of the Boards should see to it that their requirements are adequately carried out before the grant is renewed or increased. Similarly the requirements for 'development and expansion' of an existing service should also be specifically indicated item by item, and the grant-receiving agency left in no doubt as to what is expected of it. It should be seen to that at the end of the specified period the proposed improvement or expansion has taken place both quantitatively and qualitatively. This has not always happened in the past and the Committee would therefore suggest the systematic evolving of specific criteria of assessment of accomplishment and enforcing of requirements both for 'consolidation and improvement' and 'development and expansion' of welfare services.

(ii) **Developing A Balanced Programme.** The Committee understands that the Board's objective is to develop with the aid of its grants a balanced programme of welfare services in the country in order to meet the various needs of the people in the social welfare field. The Committee would like to underline this broad objective, and would recommend to the Board that specific measures should be taken by it systematically to achieve the same. As a first step the committee would recommend that every year the Board should meet in a special meeting to review its last year's programmes and to formulate its objectives and programmes to be implemented in future. The Committee would suggest that the Chairmen and Secretaries of the Social Welfare Advisory Boards of the States and Union Territories be invited to such a meeting and they be requested to come with relevant information for their respective States or Territories. Such a review and formulation of objectives and programmes should also be undertaken for every Five Year Plan period.

17. **Importance of Social Research and Fact-Finding.** The Committee realises that such an annual and quinquennial review and formulation of policy and programmes could be undertaken effectively on the basis of essential data regarding the welfare needs of the people, the extent to which they are met, and the efficiency of the organisations and institutions undertaking to satisfy such needs. Such collection of data and assessment of services, the Committee considers an essential part of the work to be undertaken by the staff of the

Central Social Welfare Board. This work could be supplemented under its specific direction by the staff of the State Boards. If an intelligent approach to the systematic satisfaction of the welfare needs of the country is to be made and a proper direction given to the total social service effort of the country, the Board must be equipped with a good core of trained and experienced staff to undertake the basic research, fact-finding and collection of pertinent information required for the purpose. The members of the Board should receive this information regularly at least twice a year if they are to lay down a coherent policy and formulate useful programmes of grants-in-aid annually as well as for the Plan period.

(i) **Studied Assessment of Welfare Programme:** The Board's office will have to be ready from time to time with the data regarding the amounts of grants given by the Board for specific welfare purposes and the amounts expended for the same purposes by the voluntary welfare organisations. In addition, the field staff must assess the overall outcome of this volume of expenditure and effort and report clearly how far the effort has been successful and what, according to them, the outstanding results achieved in specific cases have been so that useful welfare service and successful methods, techniques and approaches for implementing them could be extended to or incorporated in the remaining cases or schemes. They must state in specific terms where particular activities or projects have failed or have involved expenditure and energy out of all proportion to the meagre results achieved and how the shortcomings of certain projects, otherwise useful, could be rectified. Unless such continuous vigilance and frank assessment are exercised regarding all projects and schemes, there is a likelihood of aimless drift, lop-sided development or waste of energy and expenditure.

18. **Procedure For Scrutiny of Application:** With regard to the procedural aspect of the giving of grants, the Committee has tried to frame the Rules in such a way that the personal or subjective factor is removed from the consideration of applications for grants as far as possible. This is necessary because the Board is centrally constituted to help voluntary welfare work in a number of States and Union Territories throughout the country. Whereas reasonable discretion on the part of the members and officers cannot be ruled out in the scrutiny of application, a fair uniformity based on well laid down principles and policies would naturally be expected in the disposal of thousands of applications from various parts of the country. The

Committee therefore recommends that further sub-rules as found necessary and convenient, may be framed for the consideration and disposal of various types of applications for help for activities, equipment, buildings, personnel, upkeep of inmates, etc. Wherever possible, some norm of expenditure on each item may also be laid down even if it has to vary according to the economic development and standards of living and price index or cost of living of different regions in the country. In any case the application need to be disposed of in a fairly uniform manner as regards basic principles, so that there may be no sense of grievance on that score. The Rules also need to be interpreted in a uniform manner so as to prevent the personal element or factor from creeping into the sanctioning of institutional requests,

(i) **Scrutiny by Teams** : In order to avoid the purely personal factor, it is recommended that ordinarily applications should not be disposed of by single persons either at the State or Central level. Before putting up office recommendation, the applications should be considered by a team of two or preferably three officers together, so that a considered team view may be formed and the individual interpretation, judgement or slant may be avoided. A similar procedure for team consideration may be adopted while the Board finally decides the requests for grants.

19. **Grants For Training of Welfare Personnel**: The Committee would like to invite the attention of the Board to its recommendations to give grants for the training of welfare personnel, and for the co-ordination of welfare services. In both cases the Board will have to exercise its discretion and judgment and decide according to the exigencies of the times and the circumstances of each application as to whom to help, in what manner and to what extent.

(i) **The Advisory Board on Social Welfare to Assist Training and Research** : In view of the growing realisation of the importance of training of welfare personnel working at various levels, the Committee would like to make a few observations as to the role that the Board's grant-in-aid programme could play in the promotion of training on sound standards. The Advisory Board on Social Welfare, which was set up by the Ministry of Education before the Central Social Welfare Board was created, was primarily charged with the responsibility of assisting programmes of training and research. The Study Team on Social Welfare has stressed the need of standardisation of training programmes for personnel required at various levels and of the



accreditation of training institutions on the basis of their observing prescribed standards. The Central Working Group on Social Welfare for the Third Five Year Plan supported the idea and suggested that the Advisory Board on Social Welfare should perform the function of standardisation of courses and accreditation of training institutions. It is understood that there is a separate financial provision for training of welfare personnel and social research in the Third Five Year Plan of the Ministry of Education.

(ii) **Function of the Board to Promote Employment of Trained Welfare Personnel.** In order to avoid duplication, the Committee recommends that the grant-in-aid programme of the Central Social Welfare Board may cover only the following aspects of training of social work personnel.

- (a) Stipulating the employment of suitably trained personnel as one of the essential conditions of grant-in-aid to a welfare organisation;
- (b) Allowing the utilisation of the grant, in full or in part, towards the payment of the salaries of trained personnel to be appointed in the aided institutions;
- (c) Allowing the utilisation of the grant towards the deputation, transport, training and maintenance of the untrained employees of the institutions to be trained in duly accredited training institutions;
- (d) Stipulating that when there is a grant, as in (c) above, the aided institutions should give an undertaking to re-employ the deputed trainees on the successful completion of the course, and the trainees in turn should sign a bond agreeing to serve the institution for a stipulated period;
- (e) Sponsoring suitable individuals to be trained in recognised institutions provided their subsequent employment has been or could be assured, and assisting recognised institutions in conducting Refresher Courses for trained personnel.

(iii) **Board to Request the Appointment of a Committee Regarding Training of Personnel.** It is suggested that ordinarily the Board should not give grants for running a training institution or a course in social work as such since this function is expected to be performed by another body of the Ministry of Education. If, however, the

Ministry of Education does not find it possible to revise and enlarge the function of its Advisory Board on the pattern suggested by the Study Team and the Working Group, the Central Social Welfare Board may take the lead in initiating the following steps.

- (a) Requesting the Ministry of Education to appoint a Committee of Experts,
- (b) Requesting the Committee to evolve standard syllabi for training of personnel of various categories and at various levels and also to lay down standards with regard to the staff to be followed by all training institutions,
- (c) The choice of the training institutions and the selection of trainees may be done in consultation with the concerned State Governments so that there is no difficulty in the employment of the trained personnel in programmes administered, sponsored, or aided by the State Governments,
- (d) An assessment of the supply and demand position of the various categories of personnel may be made and the training programmes may be sponsored in the light of the findings of such assessment.

(iv) **Short Courses not to be a Substitute for Regular Training:**

It may be clarified here that while the Board may sponsor and aid Seminars, Conferences, Camps, and Orientation Courses for voluntary workers or for other personnel employed in welfare institutions, it should be made clear that these would not be regarded as a substitute for the regular training. Further, when training programmes are sponsored at various levels, the standard of each level must be kept distinct and the training programmes should not be mixed up or confused with those sponsored by unrecognised institutions.

20. **Grants for Fostering Coordination :** Regarding grant-in-aid to meet the expenditure of coordination, the Committee envisages such schemes as of promoting seminars, conferences, and short exchange visits of personnel who belong to allied or interacting activities or programmes which may result in a better mutual understanding of the interdependence of the programmes and the need and value of their coordination, or which may lead to further coordination through mutual understanding. The promotion of such seminars and conferences for bringing about actual coordination, or for discussing in what way it can be brought about among voluntary and statutory welfare agencies

working in a specific geographical area in a particular welfare field, may need some expenditure for organisation and for travel of the personnel. Such practical programmes for coordination may form a legitimate activity deserving of assistance from the Board, one of whose main functions is to bring about or promote coordination of welfare activities in the country among voluntary and statutory agencies *inter se* and between voluntary and statutory agencies.

21. **Trained Staff at the Central and State Levels.** The Committee would like to emphasise that the formulation of policy, programmes and projects for grant-aiding is a very important part of the Board's responsibility. This responsibility could be adequately undertaken and discharged only with the help of a strong nucleus of necessary trained and experienced staff in the Board's office with corresponding counterparts in the offices of the State Boards. Assisted by the Counselling Service, such staff will have to undertake systematic fact-finding regarding the social problems and welfare needs of the people in the States and Union Territories in the country and carry out a detailed periodic assessment of the progress of their welfare programmes. Such data would enable the Central Social Welfare Board to follow a progressive policy based on reasoned priorities and help it to evolve a balanced development of welfare activities, projects and programmes during each plan period, and dovetail them in the over-arching plans of the developmental programmes in the country in the economic, social and cultural fields, as indicated in the Government Resolution referred to earlier.

(i) **Different Aspects of Management of the Grant-in-aid Programme.** In view of the nature of work involved the Committee finds that the management of the grant-in-aid programme falls under four heads, *viz.*

- (a) Administration,
- (b) Inspection,
- (c) Research, collection of statistical data and internal assessment, and
- (d) Counselling.

At present Administration and Inspection have been combined under the same official, whereas research, collection of statistical data and internal assessment and counselling have not received adequate attention. The Study Team on Social Welfare had also stressed the

need of paying particular attention to the proper administration of the grant-in-aid programme, and pointed to the value to the Board drawing upon the data available with it to assess the working of its extensive programme of aid and its impact on the development of welfare services in the country.

(ii) **Separation of Inspectional and Administrative Functions:** The Committee feels that Administrative and Inspectional functions should be kept separate, and inspection should not be neglected in an attempt to keep pace with correspondence and the processing of applications. The Inspecting Officers should be on tour for the major part of the year and their reports on the work of the grant-receiving organisations should be on the files maintained by the Administration, there being close cooperation between the two at various stages as required. Whether the two functions are separated among separate but cooperating staff or combined among the same staff, the Committee feels that the staff needs to be increased properly to look after both the essential functions.

(iii) **Strengthening the Statistical Unit :** The statistical unit also needs to be strengthened and one or two more qualified persons will have to be added to perform the tasks the Committee has outlined earlier, so that the Board may keep its fingers on the pulse of the programme and give it a comprehensive and intelligent direction.

(iv) **Adequate Number of Inspectors and Administrative Officers:** If the Inspecting Officers are to function effectively and be in a position to give useful advice to the Board on the work of the aided agencies and the outcome of the grant-in-aid programme, it may be necessary to have a team of 6 or 7 Inspectors at the Central level with necessary stenographic assistance between them, supported by an adequate number of Welfare Inspectors at the State level on the basis of approximately one Inspector for every 100 institutions and 20 projects. Similarly the work of administration may be entrusted to 6 or 7 units with a suitably designated Section Officer in charge of each. Each Section Officer may be assisted by 5 technical assistants and served by the necessary Clerical assistance with a steno-typist between every two or three units as required by the nature and volume of work. The work may be so distributed that the work of an Inspecting Officer and of an administrative Section Officer may be in one unit so that they can work together as a team in order to ensure cooperation and coordination. For purposes of efficiency and

integrity, the Inspecting and Administrative Officers will naturally be transferred to another unit every three or four years as considered advisable.

(v) **A Director In Charge of the Three Divisions.** The three Divisions of Administration, Inspection and Research and assessment may be placed with advantage under the direction of a competent Director, who may combine in himself training, experience and capacity to guide the work of all the three Divisions, the Secretary being in the overall charge of the entire Central Office.

(vi) **Staff at the State Level.** Besides the inspection staff, the State Boards should have qualified Secretaries, who may preferably be on the scale and status of Grade II Gazetted Officers of the respective State Governments. Those States and Union Territories which have extensive grant-in-aid programmes may also have a Statistical Assistant to collect, compile and furnish to the State and Central Board all the required data and information for which uniform proforma may be devised. Technical assistants, Stenotypists and Typists to assist the office and the Inspectors will have to be provided on a properly worked out basis.

(vii) **Committee to Advise on the Proper Staffing of the Central and State Board Offices.** In view of the fact that the subject of proper office organisation is very important for the efficient functioning of a complex grant-in-aid programme such as the Central Social Welfare Board has been entrusted with, the Committee recommends that the matter of staffing may be got looked into at an early date by a Committee specially appointed for the purpose.

## PART IV

### ANSWERING THE TERMS OF REFERENCE

22. **Use of the Word 'Categories'.** Coming to the other terms of reference, the Committee would like to observe that it has thought it advisable not to use the word 'categories' as applied to institutions or organisations for purposes of smaller or larger grants. The word 'category' is general, it can mean different things to different persons, and may cause confusion by arousing unwarranted expectations if associated with varying ceilings of grants. The institutions listed under 'categories', moreover, do not fall under a rational system. Welfare organisations and institutions vary in composition, they provide varied services, they serve various purposes or satisfy varied needs, and they may be old, recent or new. They are given smaller or larger, short-term or long-term, periodic, lump sum or *ad hoc* grants according to their needs in relation to their expenditure and the services rendered by them. It is therefore difficult to 'categorise' them under a single system of classification for practical purposes.

(i) **Social Welfare Nomenclature.** The Committee would here like to invite the attention of the Board to the need of a broad, general, country-wide agreement on the *nomenclature* of welfare concepts, social work terminology and social welfare institutions. In cooperation with interested institutions such as the Association of Schools of Social Work, Indian Conference of Social Work, University Departments of Sociology, Directorates of Social Welfare, representatives of voluntary welfare organisations and experienced social workers, the Central Social Welfare Board may do well to promote one or more Seminars to discuss the important theme of 'Social Welfare Nomenclature'. This is very much needed in order to arrive at some general agreement so that understanding of social work concepts may be easy and uniform throughout the country, and confusion may not be caused by different regions calling the same institutions by different names, or different institutions by the same name, and meaning or understanding different things by particular social welfare words, concepts or terminology.

(ii) **Elimination of Derogatory Nomenclature.** The Committee would further strongly urge the elimination of terminology or vocabulary, current in social parlance, but carrying an obvious stigma or concealed derogatory meaning attached to it. For instance, names

such as Beggars' Home, Charitable institution, Children's Orphanage, Night Shelter, Rescued Women's Home, Hostel for Widows, Home for the Vagrants or Juvenile delinquents, etc. could safely be avoided and substituted by innocuous terminology. This would avoid to some extent the first unfavourable psychological impact about such institutions on the minds of the entrants or beneficiaries, the workers therein as well as the general public. The Board may persuade grant-seeking organisations to avoid the use of such derogatory terminology in view of the fact that all social work aims at strengthening the family and community, bringing people to normalcy, and rehabilitating the erring or anti-social to socialised norms as far as it is possible to do so with the help of approaches, techniques and remedial measures available in the repertoire of the social worker.

**23. Period of Grants.** As regards the period or duration of grants, the Committee's suggestions are as follows :

- (i) The period of grant may depend upon the status, standing, reputation and efficiency of the requesting organisation, as also upon the fact of the organisation applying for the first time or otherwise.
- (ii) Ordinarily the first grant from the Board may be for one year. This is in order to find out by careful first-hand investigation through members and staff the standard and efficiency of the services rendered by the grant-seeking agency. If the service needs to be improved to bring it up to the standards laid down by the Board, the agency may be told in clear terms what improvement and in which specific items it is desired. The improvement may be needed by way of training of untrained personnel, engaging additional staff, better supervision, greater punctuality, better or cleaner maintenance of premises, providing larger premises, more adequate equipment, increase or improvement of nutrition, more adequate clothing for the inmates, change or improvement of techniques, etc. The first year of the grant will thus naturally be a testing period and the grant will be for 'consolidation and improvement' of the existing welfare service. Such testing period in the case of organisations with less than five years standing may be for a minimum period of two years and a maximum period of 5 years. If the improvement asked for is brought about to the satisfaction of the members and staff during that period, the

application for a grant for the continuance of the service or for the development and expansion of the service, or for undertaking a new service may be considered for a plan period, i.e. till the end of the Five Year Plan. In short, the existing service should be improved or brought up to a satisfactory standard as laid down by the Board by giving annual grants before a plan period grant is given to voluntary welfare organisations with sub-standard or unsatisfactory service.

- (iii) Ordinarily the grants should extend to the Plan period to coincide with the budget allocation of the Government of India to the Board. It may be convenient to synchronise the period of the grants with the five year plan periods if the Government of India adheres to such periodicity for its development plans.
- (iv) With regard to applications for grants for the first time by organisations of the standing of five years or more, if the Board is satisfied with the standard of service of such organisations, the grant may be given for a plan period.
- (v) Where the Board decides to entrust a special programme, project or scheme to one or more recognised organisations or institutions, the period of grant may be determined by the Board. If in such cases the period is likely to extend beyond the plan period, the sanction of the Ministry of Education or the Government of India will have to be obtained to such extension or the assurance of such extension beyond the plan period.

24. **Maximum Amounts of Grants.** Bearing in mind the various suggestions received from the representatives interviewed by the Committee, it has suggested an increase in the maximum amounts of grants payable for certain purposes, which will be noticed from the Rules and Appendix III thereto. In recommending that no organisation should be given a grant exceeding Rs 1,00,000 for all recognised purposes over a plan period of five years, the Committee takes the view that the Board's assistance should not be concentrated over a few large organisations or to restricted areas, but that it should reach a large number of local organisations, so that the Board's grant-in-aid programme involves a wide range of peoples and elicits wide-spread response for social service from local communities all over the country.



25. **Qualifying Contributions.** With regard to the condition of financial participation by the grant-seeking agencies or what has been called *matching* the Board's grant with the agencies' own *contribution*, the Committee observed that there was a general demand from the representatives of voluntary welfare organisations to relax or liberalise the conditions of matching the Board's grant with an equal amount in cash. They requested that the value of the personal services and long experience of voluntary workers, which in many instances could be very substantial in view of the capacity and experience of and the time devoted by such workers, should be taken into account. The free use of premises donated by philanthropic persons and the assets and equipment of the organisation should also be taken into consideration. Further they requested that a part of the grant be allowed to be utilised to meet the administrative expenses of the welfare service.

The Committee would recommend a sympathetic consideration of such requests and more particularly in those cases, where, after proper and through investigation, the Board's members and staff are satisfied that the services provided by the grant-seeking agencies satisfy the standards of efficiency and effectiveness laid down by the Board. The principle and policy of the Government of India in establishing a grant-in-aid programme being to promote systematic welfare services on the widest possible scale on the basis of community self-help and mutuality of service, the Committee is of the opinion that the principle of matching by the people should not be too strictly or rigidly applied or construed so long as there is genuine service rendered and its standard is satisfactory, or there is reliable assurance that it will be brought up soon to the standards expected by the Board. In view of similar considerations, the Committee has avoided the word 'matching', which could be too strictly interpreted as equal contribution and substituted the words 'qualifying contribution' instead. The Committee has further recommended a revised scale of qualifying contributions by grant-receiving organisations, which will not add an undue burden and yet be consistent with the principle of self-help, which, being a healthy principle, should not be given up but encouraged by all suitable means available to the Board.

(i) **Grants for Promoting Welfare Services in Areas where They do not Exist.** With a view to fulfil the functions devolving upon the Board in pursuance of the Government Resolution establishing the same, the Committee has further recommended the giving of grants

on a liberal scale to organisations undertaking welfare services in very remote, difficult or poor areas where very scanty or no welfare services exist owing to various adverse factors. The Board will have to determine such areas from time to time considering various factors such as the backwardness or poor economic development of the local community, the communications available to outside voluntary organisations undertaking needed welfare services in such areas or regions, and other restricting conditions.

(ii) **Grants to Certain Organisations Helped in the Second Plan Period.** In several cases of grants to organisations for the second plan period, the Committee found that the basis of grant-in-aid varied from 60 to 100 percent of the estimated approved expenditure on the expanded programme. Further their normal or the then existing programme of activities included items of expenditure at a lower scale than that calculated for the same items in the expanded programme. Such organisations have submitted that in the Third Plan Period, they would find it difficult to maintain their normal programmes of activities on the same standard as their expanded programmes because of shortage of funds. They therefore requested some additional assistance to improve the standard of service in their normal programmes.

The Committee recommends that such cases may be considered sympathetically by the Board as a special measure to improve the quality of welfare services rendered by such organisations, and in cases where the Board deems fit, such organisations may be allowed some grant towards the improvement of their normal programmes of services, over and above grants for the consolidation and improvement of their expanded programmes.

26. **Scope of Services to be Aided.** With regard to the *scope* of services for which the Board's grants could be given, as already stated, the scope has been recommended to be enlarged as will be evident from the Rules and Appendix I thereto.

27. **Ensuring the Use of grants for the Purpose for which given.** As regards suggesting ways and means to ensure that organisations given grants for a particular *purpose* or item spend them on the same purpose or item, the Committee considers it advisable to request the State Boards to explain this principle to the grant-receiving agencies and enforce it within reasonable limits. Thus allowance may be made for minor items of equipment to be altered as per the requirements of the institutions upto the amount laid down by

the Board, if the Board is satisfied that the change of item is reasonable. But if the amount is proportionately too large or the item is not permissible or un-reasonable the same may be disallowed. For example, if the amount of grant has been given to meet the salary of an employee, it would not be permissible for the agency to use it for buying equipment or paying rent unless previous sanction has been taken of the Board for such altered user of the grant. A grant given for increased diet for the inmates should not be permitted to be utilised for clothing or furniture. But it is necessary for the Board to work out a few illustrations of such changes of user, drawing the attention of the grant-seeking agencies as to which will not be permitted without the previous sanction of the Board. This should be included in the "Explanatory Note on the Grants of the Central Social Welfare Board", which the Committee recommends to be prepared and published as early as possible in all the recognised languages of the country.

**28. Ways and Means of Coordination.** As regards suggesting *ways and means of coordination* between grant-giving bodies and among grant-receiving institutions *inter se* in a local area, the Committee would like to state the following:

- (i) In the application forms an item may be added asking the grant-seeking agencies whether in their local area there are other organisations providing the same service and if so to name them.
- (ii) While considering the applications from the same village, town or city, vigilance should be exercised to see that more than one organisation are not given grants for the same service in the same area. If considered useful or necessary, advice may be tendered to grant-seeking organisations to alter their service or service area as per the requirements of the locality.
- (iii) As a principle, all grant-receiving agencies may be requested to promote coordination of services within a defined geographical area and take an initiative in doing so. They may be informed that their eligibility for grant will be improved or strengthened by their doing so.
- (iv) The Board should periodically review its total grants in specific geographical or administrative areas in order to see whether coordination of services is possible or necessary

by bringing the various grant-receiving and other welfare organisations together to discuss the problem and exchange information. If some small expenditure is required for organising such a session and the agencies are unable to meet it, the Board may assist such effort with a reasonable grant.

- (v) All State and Union Territory Boards should work in very close relation with the Departments or Directorates of Social Welfare in the Government and Municipalities with regard to disbursing grants to voluntary welfare organisations in their jurisdictional area. Preliminary discussions may be held to find out whether the Departments of Social Welfare have a definite programme to undertake certain specific welfare activities or services, which come within the ambit of their statutory liability or which it is their declared policy to undertake. If they desire that such spheres should be left exclusively to them to tackle, the understanding arrived at should be respected, the spheres of assistance demarcated and the Board's grants should be utilised for other agreed purposes.
- (vi) Such meetings for exchange of views and demarcating of respective spheres of assistance should be held between the State and Union Territory Advisory Boards and Government and Metropolitan Municipal Departments of Social Welfare some time before the annual meetings of the Chairmen of the Boards with the members of the Central Social Welfare Board to review and formulate the overall policy and programmes of the Board. If the State and Municipal Departments of Social Welfare also give grants to voluntary welfare organisations, an approach may be made to arrange the disposal of such applications simultaneously to avoid duplication. If for any reason this is not possible, an arrangement may be made to exchange the lists of organisations helped by the Boards and the State and Municipal Departments and scrutinise them to see if any anomalies have occurred. In any case, the State Boards should make it a regular point to send a complete list of the organisations and institutions helped by them with the amount of grant given to each to the State and Municipal Departments of Social Welfare requesting the latter for a

similar list of their grants to welfare organisations in their areas.

- (vii) A detailed and concrete preliminary study may be made of the possible sphere or area of cooperation and coordination between voluntary welfare organisations in a geographical or administrative area on the initiative of the Central or State Boards through the members and staff and the personnel of the Counselling service. If such a preliminary study throws up any spheres of useful cooperation or coordination among voluntary organisations *inter se*, between voluntary organisations and statutory agencies, or between the Board and Government and/or Municipal Departments of Social Welfare, the State Boards may take the initiative as Conveners and organise joint meetings between the parties or agencies with a well formulated programme and concrete proposals to explore the field of mutual cooperation or coordination as the case may be. Vague talks of coordination between all and sundry do not come to much and hence the Committee's emphasis on a preliminary study and investigation and formulation of concrete proposals before such joint meetings or Seminars for discussion of common problems are organised.
- (viii) The possibility of forming a Federation of Social Welfare Agencies or a Coordinating Council for the State as a whole may also be explored by the Boards of the States and Union Territories on their own initiative in collaboration with other statutory and voluntary bodies concerned. The expenses of the conduct of such Federation or Council may be partly borne from the Board's funds and partly through the contributions of the federating agencies. Branches of such coordinating agencies may be formed at the metropolitan and district levels with obvious advantages for welfare services in the local geographical area.
- (ix) The Committee would like to invite the attention of the Board to a very constructive move for cooperation and coordination of the Delhi State Social Welfare Advisory Board, by persuading various statutory grant-giving agencies in Delhi to send the lists of the organisations helped by them to the office of the State Board, which has agreed

to act as a Clearing House for Information on grants and social welfare activities and services in the Union Territory of Delhi. The Board Centre, or clearing House will supply relevant information to the accredited agencies and representative individuals asking for the same. This will be done by engaging a small staff and telephonic service, the expenses whereof are to be borne through small contributions made by the coordinating agencies concerned. This is a commendable move which can be copied by other metropolitan or large cities with necessary local adjustments with great advantage.

29. **Conditions for Grants.** The general *conditions* to be attached to the grants are given in Appendix V. The specific conditions to be attached to each special type of grant will be included in the "Explanatory Note on the grants of the Central Social Welfare Board" which has been recommended to be prepared by the Board's office. The need felt for cultivating public opinion faithfully to carry out the conditions of the grants can be met by short one-day or week-end orientation of the members of the Management or Executive Committees of the grant-receiving organisations. This may be done in needy areas through the State Board members or officers and the Inspecting Officers and personnel of the Counselling Service.

30. **Minimising Delays.** (i) With a view to minimising delays in the processing of applications for grants, the Committee has suggested in Appendix VI to the Rules a time schedule to be followed by the Central and State Boards with regard to all grants except those for special projects. If the time schedule is strictly followed, the difficulties arising from delays in sanctioning the release of grants will be avoided a great deal.

(ii) The Committee also thinks that the contents of the "Explanatory Note on the grants of the Central Social Welfare Board" will help to reduce other difficulties arising from the lack of understanding of the various requirements for grants on the part of the grant-seeking agencies. This Note should contain all the conditions of eligibility for various grants, the formalities to be observed with regard to proper budgeting, maintenance of accounts, rendering of accounts and reports, adherence to the general and special conditions of each grant, etc. The general and special conditions should be specified in the Note so that the

grant-seeking agencies may become aware of them even before the receipt of grants.

(iii) The Committee has also recommended the delegation of powers to the Advisory Boards of States and Union Territories. This will automatically reduce the time lag in the processing of applications, particularly with regard to all applications for one year grants and all applications for five-year-plan period grants not exceeding Rs. 5,000 (vide Appendix VIII to the Rules) which will be decided by the State Boards subject to confirmation by the Central Board.

(iv) Representatives of grant-receiving organisations have suggested the need of simplifying the application forms and not insisting on the repetition of basic information again and again in similar forms at the time of seeking the renewal of grants. The Committee has taken note of this and suggested suitable forms avoiding unnecessary repetition of information about grant-receiving organisations. It has also recommended the delegation of powers to the State Boards to sanction minor adjustments and appropriation of unused expenditure on permissible alternate items under the same major head so that time in lengthy correspondence at both ends may be saved.

(v) In view of the heavier work which will naturally devolve upon the State Boards hereafter, the Committee suggests that the membership of the Boards may be increased in accordance with the volume of their work so that timely reports of inspection, quicker disposal of applications and better supervision of the work of the grant-receiving organisations may be ensured. Provision for the transport of members will have to be made, particularly if the jeeps from the Welfare Extension Project areas are withdrawn. Persons who are able and willing to undertake the arduous work of inspection of organisations will have to be appointed if the grant-in-aid programme is to function with reasonable efficiency. This aspect of appointing appropriate persons to the membership of the Board and Project Implementing Committees will have to be brought to the notice of the nominating authorities at the State level. The Staff of the State Boards will have also to be increased according to needs.

(vi) The Committee further suggests that some orientation work should be done to bring to the notice of the office-bearers of the grant-receiving agencies such matters as of observing the prescribed dates for applications, rendering of accounts, sending of reports, and the conditions of grants, so that delays due to lack of knowledge

and vigilance in the fulfilment of conditions and requirements may be avoided or minimised.

**31. Grants for Administrative Expenses.** In view of the fact that reasonable expenses of administration are an essential part of the total expenditure of a well-organised welfare service, the Committee recommends that a small part of the grant may be permitted to be utilised towards the cost of administration including the maintenance of accounts. However the Committee considers it necessary that in voluntary welfare work such administrative expenses should bear a reasonably small ratio to the total amount of expenditure on actual welfare service. Thus for purposes of calculating the qualifying contribution of the grant-seeking agency, the amount of expenditure on administration to be included in the agency's costs should not ordinarily exceed ten per cent of the total cost of its welfare service. The agencies, however, should be requested to keep the administrative expenditure to a reasonably low level according to the nature and volume of the welfare service.

(i) The service rendered by an organisation or institution by way of helping other smaller organisations to maintain their accounts cannot be construed as a welfare service, and the Committee does not consider it eligible for a grant from the Board purely for such a purpose.

**32. Meeting Difficulties Regarding the Audit of Accounts.** In cities and large towns there would be no difficulty in getting the accounts audited by qualified or chartered accountants. The difficulty would arise in smaller towns and villages. Here besides the alternative provisions and concessions already made by the Board, the following methods are suggested by the Committee after having heard the views of representatives of voluntary welfare organisations and government departments.

(i) A number of States have agreed to render assistance to grant-receiving agencies with regard to the keeping of accounts and preparation and certification of the annual statements of accounts through their own accounting service at the District and Taluka headquarters and that maintained in connection with the Co-operative Societies in Villages. The Voluntary welfare organisations needing such assistance should therefore apply for such help through their respective State Boards.

(ii) In States and Territories, where the above facilities are not available and organisations in villages and small towns find it



difficult to get a qualified accountant to prepare a proper statement of accounts or to audit the accounts, the State Boards should arrange to help such organisations through the following :—

- (a) A qualified accountant from the District Headquarters, or
- (b) An accountant to be sent from the office of the State Advisory Board, or
- (c) An accountant engaged or retained for the purpose and sent round to a number of organizations in an area or region needing such technical service.

(iii) The Board may permit the necessary expenditure for such purpose, laying down the maximum amount in each case. Such assistance may be given ordinarily for one year and for a maximum period of two years in any case, after which the organisations should be required to maintain proper accounts and submit properly prepared annual statements of accounts. These could be got certified by the Secretary and Sarpanch of the Gram Panchayat, by the Registrar of the Cooperative Societies, or an officer deputed by him, or by any other equivalent Accounts Officer of Government at the Taluk, Tehsil or District level. These arrangements may vary according to the administrative structure of each State. The Counselling Service could also render some help in this matter. The main thing is to habituate the smaller welfare organisations to maintain systematic accounts of receipts and disbursements and submit annual statements with supporting vouchers so that the task of audit may become easy and objection may not hold up the release of grants or the functioning of the welfare service.

(iv) The Committee considers that it should be obligatory on the part of all voluntary welfare organisations anywhere in the country, seeking and receiving grants from the public revenues, to render a satisfactory account of their disbursements on the welfare service undertaken by them. They may sometimes fail to keep accounts in a technically accurate way, but there should be no default whatsoever in rendering a satisfactory account of how the money has been spent and adducing good proof that the amounts of grants and donations received by them for a welfare service have been properly spent for the purpose or purposes for which they were given. The Explanatory Note will indicate the minimum requirements of maintaining a clear account of the receipts and disbursements by a welfare organisation.

**33. Delegation of Powers to State Boards.** The Committee agrees with the proposals put forward by the representatives of several State Boards that a beginning should be made towards decentralisation by delegating certain powers of deciding applications for grants upto a certain amount to the Boards of States and Union Territories. At the same time some representatives of State and Union Territory Boards were apprehensive of extraneous influences being brought to bear in the matter of sanctioning grants and the Committee felt that these apprehensions were real in some cases. Besides, the Resolution of the Government of India creating the Board and the Regulations framed thereunder require that the decisions on applications have to be got confirmed by the Central Board. The Committee has therefore recommended that to start with, the power to decide all applications for one year grants and all applications for five-year plan period grants not exceeding Rs. 5,000, subject to the formal approval of the sanctions by the Central Board, be delegated to the Boards of States and Union Territories.

(i) In view of the hesitancy expressed by the representatives of some Boards and as a general precaution, the Central Board should get 5 to 10 p. c. of the applications, disposed of by the State Boards, scrutinised by its staff in order to test-check the adherence by the State Boards to the Rules and Regulations for grants laid down by the Central Board. If any anomalies, inaccuracies or contraventions of the Rules and Regulations for grants are found in such scrutiny, the Boards may be requested to explain or rectify them. This check is not only essential but obligatory on the part of the Central Social Welfare Board as it is the Central Board, which is ultimately answerable to Parliament through the Ministry of Education for the administration of the funds placed at its disposal by the Government of India.

(ii) The Committee further recommends that all applications for grants should be routed through the State Boards. The applications received direct by the Central Board or copies thereof should be sent to the State Boards for information, investigation and recommendation thereon, so that the State Boards may be kept in the picture for all programmes in their territories, for which grants are given by the Board.

(ii) The Committee also recommends that the delegation of powers may be reviewed every five years and more powers may be

delegated to State Boards as they gain in experience and become more competent to deal with more complex social welfare programmes and services.

Such decentralization is essential in order to enable the Central Board to free itself from minor details and to function more effectively as a truly supervising, enabling, promoting and policy-making Central body, giving support and encouragement to the State Boards to foster a balanced programme of Welfare Services throughout the country.

(iv) Attention of the Board is invited to the Committee's earlier recommendation for the increase of membership of the Boards of States and Union Territories in order satisfactorily to cope with the volume of work in each.

**34. Time Schedule for Considering Applications.** The Committee is of the opinion that ordinarily all applications for grants should be considered at a specific time or date determined by the Board and properly publicised before hand, and they should not be considered as and when received throughout the year. Only the applications for grants for special projects devised or approved by the Board and invited for the first time may be considered and disposed of as stipulated. Even these when repeated should be disposed of at a properly determined period publicised before hand, so that all eligible voluntary organisations may have a chance to apply for the Board's grants if they wish to do so.

**35. Use of the Board's Grant-in-Aid Rules by Other bodies.** As desired by the Board, the Committee has formulated certain principles and procedures relating to the giving of grants from public revenues in order to encourage and promote organised voluntary welfare activities and services among people on the basis of self-help and co-sharing of expenses. It has framed Rules for receiving applications and sanctioning grants in eligible cases. It has suggested maximum amounts of grants for various types of social welfare programmes and services, and laid down general and special conditions to be observed by the grant-receiving agencies. It has also suggested the observance and maintenance of standards of service and explained the interpretation of these standards in a brochure prepared for the purpose. The Committee has advocated a developing programme and policy to meet the growing needs of the people for welfare services and it hopes the work it has done may prove

of some value and assistance to the welfare, educational and cultural departments of the Central, State and Local governments in their disbursement of grants to voluntary agencies.

**36. Complex Nature of the Grant-in-Aid System.** The Committee has already suggested throughout the body of its Report ways and means whereby the grant-in-aid programme could be made an effective instrument of promoting a balanced and fruitful development of needed welfare services in the country. In doing so it has been conscious throughout of its difficulties in formulating a simple scheme of giving grants to voluntary welfare organisations. These organisations form a very large variety, dealing with single or composite welfare activities or services, and having different standing, status and levels of efficiency. In the course of its functioning, the Board has further evolved in the light of experience policies and procedures for giving grants, which have been sometimes on an *ad hoc* basis and which have been also varied to suit differing conditions. Giving grants on a *matching* basis, the matching contribution being calculated where possible on a three-year *average* of *approved* expenditure, giving different consideration to the *recurring* and *non-recurring* expenditures, demanding the continuance of the *normal* activities of the organisation while giving grants for the *expansion* of its programme, giving grants of a *varying percentage* of the total expenditure of various projects or schemes, placing a *varying ceiling* on the amounts of grants for different purposes and periods, giving some grants for *one-year*, some for a full *plan period* of five years and some for less, *tapering* or gradually diminishing the grants for development programmes, not always keeping the normal and development activities distinct, aiding *new* activities, *special schemes*, and *established services* on different bases—these and other aspects of the grants have naturally made the Board's grant-in-aid system a very complex one. The Committee had to bear these factors in mind and meet the expectations of the established organisations already receiving grants and the requirements of those who will be applying for grants hereafter for the first time. The Committee has done its best to discharge the difficult task entrusted to it. It however, realises that the Rules and procedures for giving grants formulated by it will have to be applied to a large range of aided and unaided welfare organisations providing a variety of welfare services. The Rules and procedures will have to be interpreted precisely and applied with care, caution and broad sympathy in the early stages, so that the Board's grant-in-aid programme may not only work

smoothly and relatively uniformly in all the States and Union Territories, but it may also achieve the intended results of promoting sound and systematic voluntary welfare services on a planned basis throughout the country.

(i) **Interpretation to be Referred to Standing Committee.** Where difficulties arise in interpreting or applying the provisions of the Rules, the Committee would urge that the decisions should not be made ad hoc in individual cases, nor left to individual members of the Board or office staff. The Rules should be so applied that a sound logical and consistent system of grant-in-aid is built up for the Board's purposes. With a view to achieving this, the Committee suggests that all difficulties arising in the interpretation and application of the Rules should be referred to the Standing Committee of the Board, who should consider and decide upon them in consultation with the staff concerned. Specifically difficult questions where the Board's policy and objectives may be involved, may be referred to the Board. These interpretations and decisions should be forwarded to the State Boards and offices for their information and observance.

(ii) **A Committee to Review the Working of the Rules.** One way of simplifying the grant-in-aid system with regard to voluntary welfare organisations providing specific outdoor institutional services may be to fix grants on the basis of a fixed percentage of the expenditure of specific items such as salaries of personnel, cost of food per inmate, standard equipment, fixed per capita amount of grant for each beneficiary, as resorted to in case of grants for educational institutions. Whether such a system could apply effectively to a large variety of welfare activities and institutions is a matter for deeper study and analysis. The Committee has not found it possible to work out such a schedule of grants on the basis of fixed percentages for various items of expenditure. The Committee would like to suggest that the Board may appoint a small Committee to review the working of the recommended Rules and procedure after a period of 3 or 4 years and before the policy for the Fourth Plan period is determined by the Board.

**37. Field Counselling Service.** The Committee lays considerable emphasis on the development of an efficient Field Counselling Service staffed with able and experienced social workers to act as the eyes and ears of the Board, and report upon the effective or ineffective functioning of the grant-receiving organisations and institutions and of the various programmes of welfare services sponsored or promoted by the Board. Among other things, the work which such a service

will do and the use which the Board makes of its findings, experience, suggestions and observations may go a long way to make the Board's grant-in-aid programme more effective and fruitful of expected results.

The Committee accordingly recommends the establishment of a Counselling Service on an experimental basis first for a period of two years, to be instituted both at the Central and at the State and Union Territory levels, engaging salaried staff and expert or experienced social workers on the payment of honorarium and travelling allowance.

(i) **Staffing and Functioning of the Counselling Service.** The start may be made by engaging at the Central Office four trained and experienced social workers, two men and two women on a monthly salary scale of Rs. 700-40-1100.

(ii) Ordinarily the minimum qualifications of these social welfare counsellors should be a post-graduate degree or diploma in social work (awarded after a minimum two-year course of training) and practical field-work experience. However, importance be given in the oral interview for selection to the age, character, general bearing, self-confidence, personality and capacity for balanced views and judgment of the candidates concerned, in view of the special nature of the work and responsibility of the Counselling Service contemplated to be instituted.

(iii) Inspecting and Research Officers of the Central Social Welfare Board and Inspectors and Welfare Officers of State Boards, satisfying the above qualifications may be permitted to apply for the posts.

(iv) A Sub-Committee of three members of the Board with power to coopt two expert or experienced social workers be appointed to select the candidates for the posts, to determine what orientation they should receive, and what preparations they should make before they are asked to commence their field work. An Adviser or Chairman of the Sub-Committee may be appointed on the payment of a salary or honorarium as considered suitable in order to give orientation and advice to the team of Counsellors and generally to supervise their work and report to the Sub-Committee and Board.

(v) In their first visits, the Counsellors should work in a team of at least two, preferably one man and one woman.

(vi) Their initial field work may comprise visits to and the survey of a set of institutions rendering a specified single or multiple welfare service, such as for instance Dormitories or Night Shelters, Condensed Course of Training for adult women, Orphanages, Homes for Rescued Women, Balwadis, Welfare Extension Projects and such other institutions or services. They should take into consideration the standards prescribed by the Board and study their application in the field. They should proceed generally from the simpler or well known activities to more complex and less known fields of service. These studies and observations may begin in Delhi and other places where the Counsellors can have easy access also to the Adviser and members of the above supervising Sub-Committee for consultation, guidance and for solving their difficulties as they arise.

(vii) Their visits and observations and consultations with the responsible organisers of the institutions or activities should be sufficiently thorough and protracted to give them as full a picture as possible of the working, intricacies and difficulties of the institutions.

(viii) They should prepare brief precise reports on their study and observations, raise specific issues, and make specific recommendations of their proposed counselling with the improvements they expect if their advice is carried out. They should submit these first reports through the Adviser to the Sub-Committee. The Sub-Committee or its individual members, on receiving the reports, may visit one or more institutions working in the social service field under consideration. The reports should then be thoroughly discussed by the Sub-Committee, Adviser and all the Counsellors working as such. The particular recommendations for improvement or for ensuring greater benefit to the beneficiaries concerned as agreed upon by the Sub-Committee, Adviser and Counsellors be further discussed with a small number of the organisers or managers of organisations or institutions rendering the particular service. In the initial stages, the Sub-Committee will report these to the Board for its information and advice. The agreed conclusions may then be communicated for their consideration or for adoption as the case may be, by all similar institutions receiving grants from the Central Social Welfare Board, as well as to other institutions in the country which may not be receiving such aid.

(ix) The above procedure being in the nature of an experimental technique, steps may be taken after gaining some experience, to expedite the availability of the Counselling Service to the requesting organisations or institutions.

(x) The subsequent technique of checking how far the Counselling has been adopted and whether the managements of the organisations and institutions concerned have come up against any specific difficulties in its implementation, and if the latter, how to remove them will be determined from experience by mutual consultation between the Sub-Committee, Adviser and Counsellors.

(xi) Adequate clerical staff and statistical and other needed service be provided for the Adviser and team of Counsellors.

(xii) In the course of their visits, the Counsellors will specifically note what particular specialised technical service or services, certain sets of institutions or organisations are most in need of, and which they would like to avail themselves of in case such a specialised technical service of experts is made available to them by the Board for a shorter or longer period as required.

(xiii) The Sub-Committee with the help of the Adviser will then consider what particular specialised service of single or team of experts it should recommend to the Board to provide and for what period and on what honorarium or salary. The honoraria to the expert or consultant may be fixed by the Chairman of the Board with the advice of the Sub-Committee.

(xiv) Once the results of instituting the above nucleus of a salaried and honorary Counselling Service are clear, the Sub-Committee may recommend its expansion in personnel and otherwise as considered desirable. It can be also extended to the State and Union Territory level on a similar basis in due course.

(xv) The question of posting the counselling staff in a few convenient regional centres and at the State and Union Territory levels be taken up as soon as the experimental stage is over.

**38. Committee's Thanks for the Assistance Received.** The Committee would finally like to record its deep sense of appreciation and thanks to the following persons for their much valued assistance in its work :

- (i) To Smt. Durgabai Deshmukh, Chairman, Central Social Welfare Board, for her guidance and facilities provided to the Committee throughout its meetings at the Board's office ;
- (ii) Smt. Achamma J. Matthai for acting as Chairman and ably conducting the deliberations of the meetings of the



Committee during the absence of the Chairman, Dr. J. F. Bulsara ;

- (iii) Shri M.S. Gore and his colleagues on the Sub-Committee for their valuable work in preparing a Brochure on minimum standards and to Shri P. D. Kulkarni for seeing the report of the Sub-Committee through in the absence of Shri Gore;
- (iv) Smt. Tara Ali Baig and her colleagues on the Sub-Committee for their work of applying the provisions of the Rules to actual cases to test the working Rules, and advising about staffing and other matters relating to the work of the Committee;
- (v) All the Welfare Advisory Boards of States and Union Territories for their cooperation and more particularly the State Social Welfare Advisory Boards of Andhra Pradesh, Delhi, Maharashtra and West Bengal for making excellent arrangements to hold the meetings of the Committee in their respective State capitals;
- (vi) The State Governments and the Administrations of Union Territories and Voluntary Welfare Organisations for sending their representatives to the meetings of the Committees for consultations, and for furnishing copies of the Rules and Regulations of the State grants;
- (vii) The entire staff of the office of the Central Social Welfare Board for their very valuable assistance in furnishing needed data and information, and carrying out timely work in connection with the meetings, which sometimes went on until late hours in the evenings and on holidays, and to the Inspecting Officers for their very useful memorandum and discussion thereon; and
- (viii) Shri D. Paul Chowdhry, the Committee's Assistant Secretary, who gave throughout the Committee's functioning, willing, whole-hearted and extremely helpful cooperation in the Committee's somewhat arduous work.

***A Guide  
To  
Minimum Standards For Welfare Services***

*Annexure to the Report of the Committee on Grant-in-aid  
and Field Counselling Service*

**CENTRAL SOCIAL WELFARE BOARD**

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# MINIMUM STANDARDS FOR WELFARE SERVICES

## Introduction

The Central Social Welfare Board of the Government of India appointed in October 1959 a Committee to draft a Grant-in-aid Code and an outline scheme of a Field Counselling Service. One of the terms of reference of the Committee was to suggest ways and means of making the use of the grant-in-aid more effective in promoting welfare services on a sound and planned basis. In the course of its work the Committee appreciated the need of evolving some minimum standards to be observed by organizations and institutions providing a variety of social welfare services in different parts of the country. Several voluntary welfare agencies whose representatives the Committee had the privilege to meet and hold discussions with, also expressed the need of a basic frame-work of reference for the maintenance and promotion of minimum standards of services. In view of the fact that definite and widely accepted standards have not yet emerged in the conduct of welfare institutions and the provision of welfare services in the country as a whole, the Committee carefully examined

- (a) the advisability of defining minimum standards at this stage of development of social welfare services,
- (b) the possibility of drawing up uniform standards for various services and regions, and
- (c) the practicability of 'enforcing' them with suitable supporting legislation, or if necessary, without it.

2. **Making a Start.** In doing so, the Committee soon realized that the task even of suggesting minimum standards, let alone their systematic enforcement, was not easy.

At the same time, like the welfare agencies and experienced social workers, the Committee felt that a start had to be made some time, and if so it was as well that it was made now. It was considered that the opportune time was now because of the following circumstances :

- (a) Certain regulatory influences have already been introduced in the working of institutions through a large scale and continuous programme of grants-in-aid ;

- (b) Some preparatory work has already been done by the voluntary organisations themselves in defining minimum standards ;
- (c) The Study Team on Social Welfare has also recognized the need of defining minimum standards, and its recommendations in this behalf have met with a favourable response from the Governmental and non-Governmental quarters concerned.

**3. Few Precedents to Work On.** The Committee, however, is fully seized of the difficulties in drawing up minimum standards with regard not only to the conduct and the maintenance of the institutions and services, but also with regard to food and clothing and specific programmes of health and education, which enter inextricably into the welfare services. The Committee therefore contacted various institutions and concerned authorities in the allied fields requesting them to provide material on the basis of which minimum standards could be defined. Some of the institutions furnished useful material which had bearing on minimum standards, though, as stated earlier, none of them had a complete statement of standards actually operating in their field. The State Governments, particularly those of Maharashtra and West Bengal, sent the schedules of standards, which have been in operation in the certified institutions under various Acts. The Committee thereupon prepared on its own initiative a preliminary draft statement of minimum standards in respect of various welfare services. These statements were forwarded to various departments, organizations and individuals for comments and suggestions. The response from these has been very encouraging and their valuable suggestions and comments have been incorporated in the draft statement.

**4. Uniformity Difficult :** The problem of regional variations and of differences with regard to various types of services are genuine. It was not contemplated, nor is it suggested now, that any single set of standards will or should hold good for all regions and for all types of services. Individual statements, which are self-explanatory as to their application to different types of services have therefore been worked out separately. As for regional variations, they could be worked out in close approximation with the broad frame-work suggested in the brochure.

5. **Guide to Minimum Standards :** In view of the above limitations, it is proposed that the Statements which have been drawn up herein should serve *only as a broad guide to the evolution of minimum standards and not as a perfect code of minimum standards to be rigidly enforced*. This may not perhaps serve the purpose which the Study Team had in mind, namely of incorporating them in a Statute and making their observance obligatory for recognition of institutions for the Board's grants. Yet, the very fact of such a frame-work being made available in an official report of this kind will, the committee hopes, show the direction and set the pace for the evolution of accepted minimum standards in the near future. Besides, these guiding principles may prove of genuine value to the Field-counselling officers, who may be appointed under the Field Counselling service as per the Committee's recommendations in that behalf.

6. **Consultation with State Governments.** At the Conference of the State Social Welfare Ministers held in July, 1960, the idea of defining minimum standards was accepted in principle. They expected, however, to be consulted before the standards were finalized. The Officers of various State Governments who met the Committee welcomed the idea of attempting a definition of minimum standards which they could suitably adapt to their respective regional or local needs.

7. **Services Covered:** It was neither desirable nor feasible to draw minimum standards in respect of all types of welfare services which are being provided in the country today. Since this is the first attempt, the drawing up of minimum standards has been limited to about a dozen widely prevalent major welfare services. These comprise : General Standards on administrative and financial procedures in a welfare agency ; Institutional care for children ; Play Centres ; Children's Reading-room-cum-library ; Nursery Schools ; Creches ; Holiday Homes ; Urban Community Centres ; Night Shelters-cum-Dormitories ; Condensed Courses for adult women ; Hostels for working women ; Institutions for Aged and Infirm ; and Social Education Centres. Since the administrative, financial and business practices are very important in running a welfare service effectively, an attempt has been made to define practices common to most welfare services.

8. **Schematic Pattern for Residential Institutions :** It will be seen that except Institutional care for children, Homes for the aged and Hostels for working women, all other services covered here are non-residential. In drawing up different minimum standards for institu-

tions for children, all aspects of institutional care, *e. g.* food, clothing, recreation, medical aid, education, records, staff, etc. have been dealt with. Minimum standards with regard to institutions for the handicapped, women, and other groups of people requiring institutional care, have not been separately worked out. It should be possible for the welfare organisations to run institutional services for other categories of persons, *e. g.* the women, the physically and mentally handicapped, on more or less similar lines with such adaptations or modifications as the special nature of the service and the differential needs of the inmates may require according to their sex and age.

**9. Avoidance of Over-Institutionalization.** It would not be out of place to give a word of caution against the trend of over-institutionalization. It would be in conformity with a scientific approach to limit setting up residential institutions only to a few categories of individuals who cannot be rehabilitated without them. Most other services should be developed as (non-residential) community services.

**10. Minimum Standards a Measure not a Limit.** The Committee will feel amply rewarded if these statements help in evolving minimum standards for welfare services in more precise terms in cooperation with experts and field-workers. It would however like to sound a note of caution that the minimum standards should not tend to become the maximum standards. It should be the endeavour of more resourceful, capable and competent organizations to work towards higher standards so that in course of time others may, in emulation, reach similar development. It is not so much a question of making a few institutions 'model' or 'ideal' as of raising the general average level of services of all organizations throughout the country. The comments and suggestions of experts and those actually operating these services would be welcomed by the Central Social Welfare Board so that they could be taken into consideration while bringing out a second edition of this Guide, when necessary.

## 1. ADMINISTRATIVE AND FINANCIAL PROCEDURES

### IN A WELFARE AGENCY

**I. Purpose and need.** Every welfare agency must have prepared for itself a clear and precise statement of its aims and objects as to the specific social problem it sets out to take and the manner in which it would meet the particular social need. The agency should further arrange to evaluate its programme periodically, in order to see whether it is fulfilling the need and functioning according to its objective. If the need has changed, the agency should suitably change its purpose. This is particularly necessary in the case of old institutions which had come into existence at a time when specialisation in welfare services had not developed to an appreciable extent.

**II. Programme.** The agency should operate such welfare programme as would justify the expenditure incurred by it from the public and charitable funds. The efficiency of an agency may be judged by the following among other criteria :—

1. A clearly defined programme,
2. Sound organization and procedure to carry out that programme,
3. Adequate and trained staff to run the needed service,
4. Hours of service which conform to customary practice within its particular field,
5. Precautions to prevent duplication of service,
6. Maintenance of proper basic records reflecting the agency's work and the efficacy of its service,
7. Availability of written annual reports and statements of accounts,
8. Adherence to standards set by the competent authority.

**III. Constitution.** (i) Every agency should prepare a constitution and bye-laws, which should be approved by its general body and the Registrar of Societies. The constitution should lay down general purposes, definition of various types of membership comprising the general body, manner of appointment or election of office bearers, their tenure, powers and duties, frequency of meetings, etc.



**IV. Registration.** Every agency must be registered under Societies Registration Act, XXI of 1880, or under any other appropriate Act.

**V. Managing Committee.** (1) In addition, an agency should have a Managing Committee as a Governing Board, consisting of responsible people who can actively associate themselves with the work of the agency. This Committee or its Standing Sub-committee should meet at least once a month.

(2) An agency, running programmes for women and children, must have some women on the Committee.

(3) The work of the agency should be divided among the members of the Managing Committee by having small Sub-Committees for different subjects, *e.g.*, for finances, public relations, programmes, staff, etc.

**VI. Budget.** Every agency should prepare before the beginning of the financial year a statement of budget estimates of income and expenditure for the next year, which should be duly approved by the Committee and grant-giving bodies. Any substantial changes contemplated in the budget should be approved by the Committee and the grant-giving bodies.

**VII. Accounts.** (1) The financial powers of the various office-bearers and the executive staff should be clearly laid down.

(2) An agency should have a bank account, operated jointly at least by two office-bearers, whose names should be approved by a resolution of the Managing Committee.

(3) Every agency should maintain regularly and make available for audit and inspection, the following books of accounts :

- (a) Cash Book,
- (b) Ledger,
- (c) Vouchers with pay orders of the competent authority, chronologically arranged and numbered,
- (d) Stock books,
- (e) Pass books,
- (f) Folios of cheques,
- (g) Statement of accounts :
  - (i) Statement of income and expenditure,
  - (ii) Statement of receipts and payments,
  - (iii) Balance sheet.
- (h) Any other book necessary for a programme.

(4) Every agency should follow as far as possible, the period April to March as its financial year.

(5) Every agency should prepare annual statements of accounts, which should be checked and certified by a qualified auditor

**VIII. Collection of Funds.** (1) The methods used for fund-raising should be approved by the Committee.

(2) An agency should authorize one or more of its office-bearers to issue receipts for the amounts collected from the donors and the beneficiaries.

(3) If they are able to do so, beneficiaries should be encouraged to pay for the services according to their capacity. The amount to be charged from a beneficiary should be fixed by the Committee on the basis of services rendered and the income of the beneficiary.

(4) The inmates and staff members should not normally be used for the collection of funds.

**IX. Staff:** (1) A social work agency should appoint competent and suitably trained social work staff with professionals like teachers, occupational therapists, physio-therapists, doctors, health-visitors, and the like to assist them depending on the services rendered by the Agency.

(2) The staff should have adequate understanding of the problems the agency is tackling, and sympathy for the people whom the agency seeks to serve.

3. An agency should lay down definite terms and conditions of service for the staff members, relating to appointment, pay and allowance, hours of work, leave, holidays, promotion, suspension, termination of service, dismissal, etc.

**X. Building and Equipment.** Agencies should have adequate, clean and safe buildings to run their activities, with arrangements for sanitation, fire protection, inspection, repairs, up-keep, etc. It should also purchase and maintain the equipment necessary for the efficient conduct of its programmes and activities.

**XI Annual Reports.** Every agency should prepare its annual report, which should indicate the progress of the work of the agency, the type of services rendered, the efficacy of its techniques and methods, failures, successes, future plans, funds and fees collected, indicating the manner in which they have been utilised, etc.

**XII Records.** Apart from maintaining regular accounts, every agency should have proper records of the beneficiaries, service rendered, staff employed, etc.

**XIII Coordination.** An agency starting a new service for the area should make sure that it will not duplicate the services already existing in the community. Any possible over-lapping should be avoided by proper coordination with the other agencies.

## 2. INSTITUTIONAL CARE OF CHILDREN

**I. Scope.** An essential pre-condition for developing minimum standards in a children's institution is to create therein conditions as close to a healthy home-like atmosphere as possible. To ensure this, the number of children in each unit must be small so that each child receives individual attention and enjoys emotional security essential to its care and rehabilitation. Besides, the care personnel should be chosen not only with the right training for the specific task but also with a genuine feeling for the child and a capacity to fulfil its basic human needs.

Both the above conditions are more important in the institutional care of children than the institutional care of adults and are a pre-condition to setting up proper standards.

Minimum standards must cover the physical, mental, cultural and emotional development and social and emotional rehabilitation, wherever indicated.

This frame-work of standards for child care institutions has been worked out keeping in view our general economic standards, cultural background, the current practices and existing level of other related services, such as health, education and welfare programmes, and it has been based on priorities in terms of basic welfare needs.

The following are broadly the common needs of all types of child-care institutions, subject to suitable modification with regard to the differential needs of special types of institutions such as for the physically and mentally handicapped, and such others:

1. Food
2. Housing and sanitation,
3. Bedding,
4. Clothing,
5. Medical check-up and medical aid,
6. Ancillary services, i.e. toilet, haircut, etc.,
7. Education, Library and Hobbies,
8. Vocational Training,
9. Recreation,

10. Psychological and psychiatric Services,
11. Follow-up Services,
12. Staff,
13. Daily Time Table,
14. Equipment.

**II. Intake.** Every institution should have a definite intake policy. Selected intake will enable more efficient and economical use of the agency's resources.

It is not advisable to mix destitute children with juvenile delinquents,\* physically handicapped, T. B. or Leprosy patients. The children should be classified according to their age-groups and problems for the purpose of allotting accommodation to them.

**III. Capacity.** Normally, there should not be more than 50 children in an institution. An institution with less than 20 would be uneconomical. In case the number substantially exceeds 50 and remains long at that level, it is preferable to provide for the excess as a second unit with common overheads.

**IV. Priorities.** In terms of priorities for different services in an institution, food, clothing, shelter, medical services would come prior to the other services such as recreation, education, library services, moral instruction, etc., although the whole gamut of needs would naturally have to be satisfied for the total development of the physique and personality of the child.

**V. Food.** For children below 15 years, 2,000 calories and children above 15 years, 2,800 calories.

A standard menu prepared for children in different age-groups by a Committee of the Indian Conference of Social Work is given on pages 85 & 86. "Menus for low-Cost Balanced Diets and School Lunch programmes" worked out by the National Research Laboratories, C/o the Ministry of Health, New Delhi, may also be consulted.

**VI. Housing and Conveniences :** (i) The minimum/maximum requirement of space for residential purposes is about 50-60 square feet per inmate.

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\*Reference to juvenile delinquents is not intended to mean all children covered under the Children Acts, but only those who have shown marked anti-social behaviour as a habitual pattern.

(ii) The beds should be at least 3 feet apart in living rooms and 6 feet apart in the sick room.

(iii) Rooms should be well lighted and ventilated.

(iv) Between the dormitory type and the cottage type accommodation, the cottage plan should be preferred; or a hall with a sliding partition could be made use of. The number of children in each room should not be more than six. Each child should be provided with a cot, mattress, and a bedside locker or almirah as the minimum equipment.

(v) There should at least be a lavatory, a bathroom, urinal and a wash basin each, for every 10 children.

(vi) Every institution should have arrangements for a play ground. Minimum of 2000 square yards or  $\frac{1}{2}$  acre of land should be available to an institution with 50 inmates. In addition play-grounds in the community could be used for Hockey, Foot-ball, and other games.

(vii) There should be one common room used for recreation with necessary indoor play equipment. There should be at least one separate sick room with one cot and other accessories for nursing. There should be sufficient space for another cot if necessary. (A two-bedded sick-room near the sleeping accommodation or matron's room should have an attached lavatory block).

(viii) The building should preferably be single-storeyed. Where this is not possible due to high cost of land, the portion to be used by small children should not be more than two-storeyed. The upper storey, if constructed, can be used for either older children or as residential accommodation for the staff.

(ix) **Bedding and Clothing** : The type of clothing will depend upon the region in which the institution is located. Each child should be provided with a durrie, three sheets, one pillow, 4 pillow covers, 3 blankets or one razai and two bed covers.

(x) Each child should be provided with at least 4 sets of clothing and a pair of foot-wear.

(xi) Each child should preferably be provided with a comb, a cake of bathing soap,  $\frac{3}{4}$  seer of washing soap and one bottle of 4 oz. of hair oil, and two towels. There should be one common mirror in every residential room.

**VII. Medical Services** : (i) Every institution should have a first-aid kit, and at least two members of the staff should be trained

to give first aid to the children. Every member of the staff should have instruction in health education and in developing proper health habits among the inmates.

(ii) Every child should receive a medical check-up at the time of admission. This should include screening of chest, preventive inoculations and vaccinations against small-pox, typhoid, cholera, diphtheria, etc.

(iii) There should be proper arrangements for a thorough medical check-up of every inmate every year. Proper medical records should be maintained for each individual child.

(iv) As far as possible, community resources of medical care should be utilised and a proper referral system should be established so as to provide immediate medical attention to ailing children. The directorates of Social Welfare should have on their pay-roll a cell of medical staff, who could regularly visit the institutions and conduct medical check-up.

**VIII. Education :** (i) Arrangements should be made by the institution on its own premises for literacy classes and general education of such children as cannot be sent to outside institutions for various reasons.

(ii) For other children, as far as possible, educational facilities in the community should be used.

(iii) There should also be arrangements for tutorial system of education in every institution for children requiring special coaching. Every institution should have a small library and reading room with suitable books and journals.

(iv) Other libraries in the community should also be made use of.

**IX. Vocational Training :** (i) Adequate vocational training programmes leading to the economic rehabilitation of the inmates should be organized.

(ii) As far as possible, the community resources for vocational training should be utilised. In the case of more expensive training programmes, possibilities of two or three institutions pooling their resources and staff may be explored.

(iii) The vocations to be selected should be determined mainly on the basis of the aptitude and interest of the inmates and the employment opportunities available in each vocation.

**X. Hobbies :** Ample opportunities should be provided to the inmates for spare-time activities and hobbies, e.g. drawing, painting, clay-modelling, card-board and paper work, kitchen gardening, toy-making, carpentry, photography, music, etc.

**XI. Recreation :** There should be minimum one hour in a day's programme devoted to games and other group recreation on a planned basis according to the need of each age-group. Recreational facilities in the community should be utilised so that children of the institution may mix with children of the community.

**XII. Psychological and Specialised Services :** An institution should make arrangements for providing case-work and counselling services to deal with individual problems of the inmates. Wherever necessary, existing agencies dealing with this type of work should be made use of.

**XIII. Follow-up :** Follow-up services may be needed within or outside an institution and may include the following :—

- (i) Family contacts through visits, correspondence and parents' meetings.
- (ii) Aftercare and rehabilitation services in collaboration with other concerned agencies. Attempts should be made to hold annual events for the reunion of those who have left the institution. If necessary, this may be done without public announcement or outside the institution as considered desirable.

**XIV. Staff.** (i) Every residential institution should have experienced and trained Staff, who have got an understanding of children's problems and who can radiate warmth and affection towards children.

(ii) Every institution with a strength of more than 50 children should have the services of an experienced, mature and trained or qualified supervisor, assisted by matrons or house-parents.

(iii) In addition to this staff, the institution should have staff for kitchen, sanitation, watch and ward, etc.

(iv) As regards the ratio between the inmates and the staff, it should normally be 1:15 for an ordinary institution, 1:20 for a Remand Home and 1:10 in a specialised institution, or as near to these as possible. In establishing this ratio the office staff should be excluded from calculation. With regard to Remand Homes, the Probation Officers should also be excluded because they cannot normally contribute

towards the management. Their own case-load should be determined separately. The ratio of the staff and the inmates also depends on the age-groups of children: for instance, the ratio for infants should be 1:15, and for children in the age-group of 2½ to 6 it may be 1:20, and for 6-10 it may be 1:25, and for 10-16 it may be 1:30, or as near to these as possible.

**XV. Records.** Every institution should maintain proper records and registers about all the children admitted to the institution. These records should include (i) admission register, indicating the birth date, birth place, names and address of the parents or guardians, date of admission, date of discharge, etc.

(ii) Individual case-history record of every child, starting with the circumstances which led to the admission of the child and including his periodic progress in the institution.

(iii) Health records.

#### **Vegetarian menu recommended for children of the age-group 9 to 14**

##### **Breakfast :**

<b>Kanji</b>		<b>chataks</b>
Wheat-atta or broken Rice	1.0 oz	(0.5)
Milk	8.0 oz	(4.0)
Sugar	0.75 oz	(0.37)
Usal from Pulses*	1.00 oz	(0.5)

##### **Mid-day meal**

Cereals (Chapati)	5.0 oz	(2.5)
Pulses	2.0 oz	(1.0)
Leafy vegetables	3.0 oz	(1.5)
Root vegetables	2.0 oz	(1.0)

##### **After-noon snack**

Roasted groundnuts or local seasonal fruits	1.0 oz	(0.5)
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##### **Evening meal**

Cereals (rice)	3.0 oz	(3.0)
Pulses	1.0 oz	(0.5)
Other vegetables	4.0 oz	(2.0)
Root vegetables	1.0 oz	(0.5)

\* Pulses may preferably be sprouted before cooking.



## Vegetarian diet recommended

1. Food-stuffs :		in ozs.
Rice, wheat and other cereals		12.00
Pulses		4.00
Leafy vegetables		3.00
Root vegetables		3.00
Other vegetables		4.00
Sugar and jaggery		0.75
Vegetable oil/Fats **		1.5
Milk, Curds		8.00
Groundnuts		1.00
Salt		0.5
Condiments and spices		0.5
2. Proximate principles		
Total Proteins	(in gm.)	80.0
Animal proteins	"	13.6
Fats	"	82.0
Carbohydrates	"	367.3
Calcium	"	1.44
Phosphorus	"	1.98
Iron	(in mg.)	36.6
Vitamin A.	(in IU)	4970
Vitamin B I	"	591
Vitamin C		103
Calories		2527
3. Distribution of calories		
Proteins		13%
Fats		29%
Carbohydrates		58%

\*\* The above recommended quantity of 1.5 ozs of vegetable oil/Fats is to be used as cooking medium.

- N. B. 1. While the cost of meals based on these menus is neither uniform for all parts of the country nor constant throughout the year, they would always make a balanced diet at very moderate cost.*
- 2. A non-vegetarian menu may be prepared, keeping in view the nutritional requirements as indicated above.*

### 3. CRECHE

**I. Location :** A creche should be located in an area having work places not covered by the provisions of the Factories Act, the Mines Act, the Plantation Labour Act, or by other similar statutory obligation. In rural areas they should be located conveniently for the mothers, who generally go to work in the fields during day time. While the creche should be conveniently accessible to the mothers of children accommodated therein, it should not be situated in close proximity to an establishment, where obnoxious fumes, dust or offensive odours fill the atmosphere or in the vicinity of noisy premises.

**II. Strength :** Ordinarily, the establishment of a creche would not be justified or prove economical unless at least 10 children below the age of 6 years make use of it.

**III. Building :** 1. A building for a creche should be constructed of heat-resisting materials and should be rain-proof.

2. While in towns it may be built of brick walls with cement or lime plaster, in rural areas it may be built of mud walls. In either case, the walls upto a height at least of 3 feet and the flooring should have cemented surface.

3. The height of the rooms should not be less than 10 to 12 feet from the floor to the lowest part of the roof or ceiling.

4. The rooms should be provided with doors and windows for securing and maintaining adequate light and ventilation by free flow of air.

5. The building should be periodically inspected in order to see that it is safe and is being maintained under sanitary conditions.

**IV. Accommodation :** 1. Accommodation in the creche should be on the scale of at least 20 sq. ft. of floor area per child.

2. There should be a shaded open-air play-ground suitably fenced, for older children.

**V. Admission :** A creche should lay down rules for the minimum requirements of admission of children in terms of (a) their physical fitness (b) age upto 6 years, and (c) fees to be charged from their parents or guardians.

**VI. Fees :** A sliding scale of fees may be charged in accordance with the parents income. The minimum may not be less than 10 nP, and the maximum not more than Re. 1/- per month.

**VII. Amenities :** 1. Cool and wholesome drinking water should be available for the children and the staff. Children below 3 years of age

should be given at least 1/2 pint of pure milk each per day. Children should be given wholesome refreshments according to their age.

2. Convenient and suitable arrangements should be made for the working mothers to feed their children below 2 years of age during specified intervals.

3. A kitchen should be attached to the creche with utensils and other facilities provided therein for boiling milk, preparing refreshments, etc.

4. The children as well as the staff of the creche should be provided with suitable clothing to be worn on the creche premises.

5. There should be a suitable bath room (adjoining the creche) for bathing children and for changing their clothes. Wash basins or similar receptacles should be provided at the rate of one for every four children. There should be arrangements for the supply of water at the rate of 5 gallons per child per day (inclusive of bathing and washing).

6. Adequate supply of clean towels and soap should be available at the creche.

7. Adjoining the bath room, there should be a latrine for the exclusive use of the children. The number of latrine seats should be at the rate of atleast one for every 15 children. A separate latrine should be maintained for the use of mothers and creche staff.

**VIII. Equipment.** The following equipment should be provided for the children :—

1. Cradle or Cot with bedding or mattress.
2. Cotton sheet for each bed.
3. Rubber sheets for children below 3 years.
4. Blanket as necessary.
5. Sand pit for play.

**IX. Staff :** Every creche should be in charge of a woman with the qualification of a health visitor or with training as creche-attendant. Where the number of children exceeds ten, the creche-attendant should be assisted by Ayahs (maid-servants) at the rate of one ayah

- (a) for 5 children upto the age of one year,
- (b) for 10 children of one to three years, and
- (c) for 15 children of over 3 years of age.

The ayahs should be mature women and should have knowledge and training in the handling of children.

**X. Working Hours :** The working hours of the creche should correspond to the working hours of the mothers.

It may have to work in two shifts if the women are employed in two or more shifts spread over a period exceeding 8 hours a day. Where the creche works in shifts, double complement of staff should be employed to work in the two shifts.

**XI. Medical Attention :** 1. The creche should have first-aid equipment kept in proper condition.

2. Every child should be medically examined before admission, and there should be a regular medical check-up of children every month.

3. A record of the periodical medical check-up and weighing should be entered in the case history of each child and kept at the creche.

**XII. Records :** The creche should maintain the following records up-to-date :

1. attendance and payment Register,
2. daily routine,
3. Case-history of each child including medical report.

#### 4. PRE-PRIMARY SCHOOL

i. **Location :** The School should be situated in a locality which is easily accessible to the children. A Nursery School should not normally be located within a Hospital, Maternity Home, Home for the Mentally and Physically Handicapped Children, Temple, near a Railway Station or Bus Stop, etc.

ii. **Building :** 1. In towns, the building should be made of bricks with a finished surface of cement, but in rural areas, the floor could be mud-plastered.

2. As far as possible, the room should be walled (as opposed to an open varandah) and provided with necessary doors and windows for light, ventilation, etc.

3. The building should be inspected periodically by the Committee, in order to see that it is safe and well-maintained.

4. There should be arrangements for drinking water, food, toilet facilities, etc.

5. As far as possible, classes should be held on the ground floor. If the classes are held on the upper floor, stairways should

not be high and steep and should be provided with railings, suitable for the use of children.

6. Every institution should provide a minimum of 10 square feet of floor space per child and a play-ground of 500 square feet.

III. **Admission** : 1. Every school should have a minimum requirement of admission in terms of :

- (a) Physical and mental fitness of the child,
- (b) age (between 3 and 6 years), and
- (c) income of the parents.

IV. **Capacity**. The number of children in one class should not normally exceed 25.

V. **Programmes** : A Nursery School should organise programmes to help the children in (i) self-care (ii) coordinated use of their senses, (iii) adjustment with the groups away from the family (iv) development of healthy relationship with other children, and in the attainment of healthy physical growth through :

- (a) balanced meals or refreshment,
- (b) medical check-up, and
- (c) balanced activities for physical and mental development.

VI. **Equipment** : 1. A Nursery School should have sufficient educational play and hobby equipment, the type depending upon the methods of teaching used.

2. Some of the necessary equipment is listed below :—

- (a) equipment for block-making,
- (b) ,, for house-keeping,
- (c) ,, for music, dance and drama,
- (d) ,, for hobbies, art, colouring, painting etc.,
- (e) outdoor equipment,
- (f) indoor play equipment,
- (g) educational play equipment,
- (h) durries, desks or chairs in sizes suitable for the age-group,
- (i) sand-pit.

3. Every child should be given the opportunity and encouraged to use the equipment.

4. There should be arrangements for periodical check-up and repairs to the equipment.

**VII. Staff :** 1. There should be one teacher for every 15 to 20 children between the ages of 3 and 4, and one teacher for every 20 to 25 children above 4 years.

2. A teacher should not be less than 21 years of age.

3. Every Nursery School teacher should have training in day-care and pre-primary education from a recognised institution.

4. She/he should have the understanding of the problems and psychology of children, a genial temperament and a sense of humour, so that she/he is able to create an atmosphere of security and happiness in the school.

**VIII. Number of Hours :** The pre-school child should spend 3 to 5 hours away from his family.

**IX. Health :** 1. Every child should be physically examined before admission.

2. Every morning, the teacher should, by personal inspection, check up whether each child is regular in observing the rules of personal hygiene.

3. Every school should have a first-aid kit.

4. At least one of the staff members should be trained in First-aid.

5. If a school provides mid-day meals or refreshments, the staff should see that food is prepared under hygienic conditions and is served regularly.

6. If some children bring their meals from their homes, the staff should also see that the children get wholesome food and take it regularly.

7. There should be a rest period of about one hour for children, who remain in the school for about 5 hours, and at least half an hour for others. The number of hours for rest should depend upon the age of the children.

**X. Fees :** Fees should be charged on a sliding scale from 10 nP to 50 nP per month.

**XI. Records:** Every school should maintain regularly the following records :—

- (a) attendance register,
- (b) daily time-table,

- (c) weekly menus of mid-day meals,
- (d) case history of each child including,
  - (i) address of the parents,
  - (ii) family background, etc.,
  - (iii) medical report,
  - (iv) progress report.

### 5. CHILDREN'S READING-ROOM-CUM-LIBRARY

**Objectives :** 1. To encourage intelligent curiosity among children and to feed it on wholesome literature.

2. To widen the general knowledge of the children.

3. To develop among children an abiding interest in books and to inculcate in them a habit of regular reading from an early age.

4. To provide recreation through books.

**Organization :** A childrens' reading-room-cum-library can be organized either by itself or as a distinct section of a general library or be attached to a Hobby-cum-Recreational Centre. Its best place however is in a composite welfare centre.\*

**Membership and Fee :** Every child (upto 16 years of age) who is a member of the centre should automatically be considered a member of the reading-room-cum-library. The fee, if any, charged for the centre, may also cover the charge for the reading-room-cum-library unless there is a system of charging separate small amounts for each activity. The latter system can conveniently operate only in a large centre having multiple activities. In any case the charge should be nominal. Normally, this should not function as a lending library unless the members are in a position to deposit caution money.

The membership fee should be on a monthly basis and should be on a sliding scale according to the parents' income.

The fee should be regularly collected and entered into a register.

**Accommodation :** The arrangement and furnishing of the library should create an atmosphere such as will give an impression of space and a feeling of quiet detachment. Where natural light

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\* A reading-room-cum-library in itself does not qualify for a grant from Central Social Welfare Board. It qualifies for it only as part of a composite welfare programme.

does not reach properly, artificial lighting should be provided.

The accommodation should consist of at least one big hall or two rooms of fairly big size. Seats and book shelves should be arranged separately for the age-groups 6-12 years and 12-16 years.

**Equipment and Furniture :** Chief items of equipment required for a children's library are as follows :—

1. shelves and book cases and display boards for periodicals and magazines,
2. cabinet or drawers to hold catalogue of books,
3. wall notice board,
4. librarian's desk or table.

For keeping books for small children between the age group of 6-12 years, the almirahs and the shelves should not be more than 5 ft. in height. For small children of 6-8 the height of the table may not be more than 2½ ft. and of the chair 1½ ft. One table can be arranged for 6 children as against individual tables and chairs which are costly. Where seating has to be arranged on the floor, mats, or durries may be provided together with cheap, low wooden desks for purposes of reading.

**Arrangement and Cataloguing :** Books can be put to maximum use if they are arranged according to subject matter. If possible, colour classification for book covers, may be introduced in the section for small children to differentiate between various subjects. The books may also be catalogued.

**Types of Books :** 1. Books should be carefully selected, so as to suit the different age groups.

2. Books should be written in big type and should provide easy reading.

3. Books should have coloured pictures and illustrations and should not be bulky, if selected for the smaller age group.

4. Well-illustrated magazines and periodicals for children should form an essential feature of the reading room.

5. Books on a variety of subjects should be provided. The scope of books might be graded as in the following:—

- i. nursery rhymes and fairy tales,



- ii. fables and folk-tales from various countries,
- iii. children's classics and animal stories,
- iv. children's poetry and short plays for children,
- v. stories of adventure,
- vi. short and simple biographies,
- vii. stories of scientific invention and discovery,
- viii. simple essays.

**Hours :** The library should be conducted from 9.00 a.m. to 6.00 p.m. in two shifts, if it is situated in the heart of a city or town where sufficient number of readers will attend at all hours of the day. In rural areas or in places where the attendance of the children depends upon school hours the library should be open only for a few hours e. g. between 9.00 a.m. and 11.00 a.m. or 4.00 p.m. and 7.00 p.m.

**Staff :** Where a library is organized for a large number of children, there should be a whole-time well qualified librarian with an attendant. He/she should have taken a diploma in library science and should have experience in conducting group activities for children. An experienced school teacher who has taken a diploma in library science may also be suitable to fill the librarian's post. If a qualified librarian is not available, a lively person interested in children and children's books with some knowledge or experience of librarianship may be appointed.

**Records :** 1. A register containing the names of the books, authors and dates of purchase should be maintained. If received as donation, the date of receipt may be entered.

- 2. Daily attendance register.
- 3. Staff attendance register.
- 4. Register showing the names of the children and the fee paid by them on monthly basis.
- 5. Register for the issue of books.

**Statistics and Research :** 1. The librarian-in-charge should collect statistics of the types of books selected by the children during the reading hours. From this statistics, information should be collected about the subjects which are liked most by the children and more books on those subjects should be provided in the library.

2. Statistics should also be collected about the length of time for which the children can concentrate on reading according to the age groups. This will help the librarian to provide other occupations and divert the children to other types of recreation and play.

## 6. PLAY CENTRE

A Play-ground could be organised by itself or along with a Hobby Centre-cum-library-reading room, etc. The following specifications have been worked out for a Play Centre.

I. **Age-Group** : 1. Children of all age-groups from 6 to 16 can be admitted in the Play Centre.

2. Children beyond the age of 12 and upto 16 should not be admitted in a mixed group. They should be provided for separately.

3. It is desirable that if handicapped children are allowed to play in the centre, arrangements be made for their protection.

II. **Unit** : A play-ground of the specification given should be only for 50 children. If the number increases arrangements should be made to start another, or to use it at different hours of the day for each such group of 50 children.

III. **Area** : Minimum open space for a unit of 50 children should be 5,000 square feet or 1/10th of an acre. This minimum area should exclude the space occupied by fixed equipment.

IV. **Safety Measures** : 1. The play-ground should have a boundary wall or a fence, (not barbed wire) at least 5 feet high.

2. There should be only one exit and entry to the Play-ground and it should be on a side, where there is little or no traffic.

3. The ground should be levelled and grass may be grown to keep down dust otherwise water may be sprayed daily before the play begins.

V. **Buildings** : A closed shed or a room may be attached to the play-ground to give shelter to the children during the monsoon and to accommodate the indoor games and the reading-room-cum-library (if any) for the children. The specifications for the reading room-cum-library are given separately.

**VI. Staff.** It is desirable that the games' Organiser, in-charge of the Play Centre, should be an experienced and qualified person. He/she should be assisted by part-time workers, *e.g.* members of the Scout movement, senior students, teachers, and the like.

**VII. Programmes.** 1. There should be a minimum daily programme. This programme should be run regularly and should have variety. Hobbies can form part of the activities.

2. Besides the daily programme, there should be periodical functions like musical and cultural programmes, visits to zoos, picnics, excursions and exhibition of children's films.

**VIII. Equipment.** 1. Outdoor play equipment, *e.g.* sea-saw, slides, merry-go-round, jungle-jim, swings, horizontal bars, etc. should be provided. The equipment should be fixed on one side of the playground, leaving an open space of 5,000 square feet.

2. The equipment should be properly maintained and there should be periodical check-up and repairs.

3. Indoor games, *e.g.* carrom, chess, ludo, 'snake and ladders', material for drawing and painting etc., should be provided and arranged in a shed or a room.

4. Suitable reading material can also be provided.

**IX. Health Check-up.** 1. Every child should be examined medically at the time of admission.

2. The record of height and weight should be kept, which should be checked every three, six or twelve months according to need and circumstances.

3. A first-aid box should be provided at the centre. The Game's Organiser or an assistant should be able to administer it.

**X. Fees.** 1. A fee of not less than 5 nP. and not more than 20 np. per month may be charged from each child becoming a member of the Play Centre.

2. The parents may be persuaded to take interest in the Play Centre and a box may be kept for collection of donations for the improvement of the activities.

**XI. Records.** The following records and registers should be kept :—

1. admission register, with full particulars of the children and a record of their social background,
2. daily attendance register, with a column for collection of fees,
3. daily record of activities,
4. stock book for equipment and
5. staff attendance register.

## 7. HOLIDAY HOME FOR CHILDREN

**I. Objectives :** The main objective for organising holiday homes and camps is to provide recreation and education to children coming from lower income groups, who can not have the benefit of a holiday otherwise.

**II. Age Groups :** These Homes should be organised for the senior age-group of children, viz. 11 to 16 years. Separate camps should be organized for girls and for boys.

**III. Income of Parents :** The income of the parents should be one of the criteria of eligibility for providing free facilities of a Holiday Home to a child. The annual income of the parents or guardian should not ordinarily exceed Rs. 2,400/-.

**IV. Population :** There should not be more than 50 children in a batch. The agency concerned should organize not less than two and not more than three camps for three batches during a long vacation.

**V. Duration :** The duration of a camp should be about three weeks.

**VI. Teacher leaders :** Fifty children should be accompanied by two teacher-leaders.

**VII. Food Expenditure :** The expenditure on food per day per child should not be less than Rs. 1.50 nP. and the diet should conform to the accepted standards.\*\*

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\*\*For balanced diets, please refer to the Menu appearing on page 85 & 86. Also refer to "Menus or Low-cost balanced Diets & School-Lunch Programmes;" published by Ministry of Health, Government of India.

**VIII. Medical Check-up :** Before admission to the Home, every child should be medically examined.

Arrangements should also be made in the Home for elementary medical aid. For this purpose, a First-Aid kit should be provided in every Holiday Home and one of the teacher-leaders, should be trained in First-Aid. In case of serious illness, the child should be removed to the nearest hospital. Children should be weighed before the commencement of the camp and on leaving the camp.

**IX. Clothing and Beddings :** The Holiday Home in hill-station or colder places should provide necessary warm clothing, beddings and other normal equipment in the Home.

A set should include (i) a mattress, (ii) two blankets, (iii) two bed-sheets, (iv) one pillow, (v) two pillow covers, (vi) two towels, (vii) four sets of clothes and one set of warm clothing.

Clothes should be washed and cleaned regularly.

**X. Time-Table :** A time-table of daily activities should be followed, leaving some free time for rest, hiking, climbing, walking and sight-seeing excursions to nearby places may be included in the programme of activities.

**XI. Records :** Every Holiday Home should maintain the following minimum records :—

1. attendance register,
2. time-table of activities,
3. records of physical examination of the children at the time of admission and before departure,
4. books of accounts.

## 8. HOSTEL FOR WORKING WOMEN

1. **Objectives :** The main objective of a hostel is to provide cheap and protected accommodation to young and single working girls in towns and cities. A hostel is not only a place to live in but also a place which aims at continued education of the residents. The atmosphere in a hostel should be different from that of a hotel. A hostel should help residents learn to adjust themselves to the new

type of society, and to aim at the integration of their personality.

A hostel should cater to working women with income upto Rs. 300 per month and should provide protected and healthy accommodation at reasonable rates.

**II. Location and Building :** (1) The pattern of construction of the building should correspond with the climate and living conditions of the region where the hostel is located.

(2) The entrance to the building should be attractive and aesthetically pleasing.

(3) The building should be located in a clean and healthy surrounding with open space for a garden and out-door play activities.

(4) It should be conveniently approachable by public transport

(5) It should be situated in an area easily accessible to various work places and offices.

(6) The upkeep and maintenance of the building and rooms should be regular and repairs, where necessary, should be undertaken promptly.

(7) In all respects, the building and rooms should be such as would ensure decency and privacy.

(8) Consideration should be given for providing adequate accommodation for the resident staff.

**III. Accommodation :** (1) There should be minimum of 25 and maximum of 100 residents in a hostel.

(2) The living space *per resident* should be on the following scale :—

Single bed room	80 sq. ft.
Double-bedded room	140 sq. ft.
Rooms with 3 to 4 beds	65 sq. ft. per person.

(3) Living rooms should be arranged in such a way that they get the maximum benefit of natural light and fresh air.

(4) There should not be more than four residents in a room.

(5) The following facilities should be provided on the scale indicated below :—

Lavatory

wash-basin

One per 8 residents

Bath with shower.

(6) Area of common room may be 500-650 sq. ft. or 45 to 60 sq. meters.

**IV. Staff :** (1) Since the maintenance of standards in a hostel depends largely upon the staff employed, the selection of properly qualified personnel is important and a precise description of their duties and responsibilities very necessary.

(2) There should be one matron for every 25 inmates and one superintendent for a hostel with more than 50 residents. The matron should be at least a matriculate of not less than 25 years of age and a person with maturity of mind and understanding of the problems of young women.

**Job-description :** (3) *A warden* should be a woman, who has a warm personality and a gift for home-making. Her professional qualifications should include a detailed knowledge of all branches of housekeeping, so that in emergencies she can take the place of any member of her staff.

She should have a good working knowledge of book-keeping and accounts with some knowledge of the procedures in the working of committees.

**V. Development of Leadership :** Residents should be encouraged not only to participate in the programmes in the hostel but also in other social, recreational and cultural activities of the organisation which runs the hostel.

Every hostel should have :—

(1) a residents' Council through which members should be made responsible for evolving a pattern of corporate living, taking into consideration the interest of all the members,

(2) elective committees for recreation, sanitation, food, etc.

**VI. Dietary Standards :** (As defined by the National Y.W.C.A. of India)

1. cleanliness, personal and environmental,
2. balanced diet,
- 3 varied menus,
4. attractive service,
5. trained caterers,
6. practical demonstrations of better methods of cooking and serving,
7. prompt replacement of equipment,
8. use of pesticides and disinfectants,
9. wastage to be avoided,
10. cleanliness of domestic staff.

**VII. Recreation and Library :** Every hostel should have a large room for recreational activities. There should be arrangements for indoor and outdoor games, hobbies, picnics, excursions, cultural and variety shows, celebration of national and religious festivals, etc. There should be a small library and a reading room. This work could be organised by the Recreation Committee of the residents.

**VIII. Quiet Room :** The Hostels should endeavour to help in every way the maintenance of the religious life of those who live in them. The ideal plan is to have wherever possible, a room set apart, as a quiet room for private use by individuals for prayer and meditation. The spirit of corporate family life can be fostered by common devotionals wherever desired, in which the residents may take part. Joint prayer meetings, in which prayers are led by members of different communities, may be encouraged.

**IX. Counselling :** Since a hostel serves young women with different backgrounds, some problems of personal adjustment are bound to arise. The residents may need counselling for choice of vocation, for understanding and solving their personal problems and those arising out of non-adjustment with co-residents, co-workers and other associates.



The hostel should, therefore, have the services of a trained Woman-counsellor on a part-time basis.

**X. Guests :** A hostel should have arrangements for receiving guests of the residents and the transients. These should include facilities for the reception of and hospitality to the guests.

**XI. Fees :** The amount to be charged from the residents should be split into four parts :—

- (1) rent for the seat,
- (2) establishment and supervision charges,
- (3) food and
- (4) incidentals.

There should be a uniform rate for boarding charges. It is desirable to run the mess on a cooperative basis and all necessary charges for the common minimum menu should be shared equally by all. The room rent should vary from person to person depending upon :—

- (i) the income of the resident,
- (ii) the floor-space provided,
- (iii) the number of residents in a room, etc.

**XII. Records :** Every hostel should maintain the following records :

- (1) an admission register, giving relevant particulars of each resident and her father's/husbands' name, address, occupation salary and other particulars,
- (2) an attendance register,
- (3) stock register for,
  - (i) recreation equipment,
  - (ii) library books and magazines, and
  - (iii) other equipment and furniture in the hostel.
- (4) Books of accounts including cash book, ledger, acquittance role, vouchers, etc.
- (5) Lists of resident members of various committees.
- (6) Minutes of the meetings of the Board of Convenors/Managing Committee or a corresponding body.

## 9. CONDENSED COURSE OF TRAINING FOR ADULT WOMEN

I. **Objectives.** This is a scheme to provide tuition to adult women whose education was interrupted or discontinued at the lower secondary stage, and to prepare them within a period of two years for some recognised examination. It is desirable that the scheme is taken up only by institutions with suitable experience in educational work.

II. **Strength.** 1. Each batch should consist of 25 adult women residing within or outside the institution.

2. All should be admitted at one particular time so that each trainee can get the benefit of the full course of training along with the group.

III. **Age-group.** The women should be between 20 and 35 years of age.

IV. **Criteria for Admission.** 1. Only such women should be admitted as have no income or other means to pursue their education, as no fee will be charged from them.

2. Preference may be given to women from rural areas.

V. **Educational Background.** 1. The basic educational qualifications of the women should be between 5th and 6th standards for preparation for School Final examination and 3rd and 4th standards for Middle School examination.

VI. **Syllabus.** In general, a two-year syllabus may be condensed so as to be covered in one year. The syllabus may be condensed in such a way that important aspects of the normal syllabus are not overlooked. Assistance may be taken from educational experts in condensing the syllabus.

VII. **Teaching Staff.** 1. There should be 3 teachers exclusively for this course for a batch of 25 trainees.

(2) One of the teachers should have the overall charge of the course. She would be a full-time worker and should be a resident on the premises if the course is undertaken for resident trainees. She should be a graduate teacher with training or experience of at least 5 years of teaching the Middle or the High School classes according to the courses selected for the trainees.

3. The other two teachers may be part-time. They should have passed at least the School Final examination and should have teaching experience. Those appointed to teach the women for the School Final examination, should have passed the B. A. examination and have had teaching experience.

4. A teacher with additional qualifications for physical instruction and craft training should be given preference.

**VIII. Equipment.** 1. If seating arrangements are made on the floor, a *durrie* may be provided for the room and low desks for each trainee. In case desks and/or benches are used, sufficient number should be provided so as to avoid over-crowding.

2. Black-boards may be provided for class rooms, and maps and charts should be put on the walls.

3. Each trainee may possess the following :—

(a) a set of text books in each subject,

(b) large-size exercise books for each subject ; one for work in the class-room and one for home-work and

(c) pencils, a coloured pencil, ink, a pen, an eraser, a ruler, and other accessories, required for daily work.

**IX. Daily Time-Table.** A daily time-table may be drawn up before the course actually starts. All subjects must be covered adequately and more time may be given to such subjects in which the trainees are generally found weak.

**X. Extra-Curricular Activities.** 1. Extra-curricular activities should find an important place in the daily schedule of work.

2. Facilities for learning a craft may be provided.

3. Facilities for music, games, drill, dramatics, debates, outdoor games, *e.g.* badminton, tennikoit, etc. may be provided as far as possible.

4. Self-management may be encouraged. Groups may be formed for various school activities and for dormitories where the trainees live. Group leaders may be selected to run the activities.

**XI. Examination.** One batch of women should be prepared at a time to appear privately for only one of the recognised examinations of the State Education Department *viz.* Vernacular Final or School Final, which-ever is selected by the institution.

**XII. Food, Housing and other Conveniences :** 1. The standards for food, clothing, housing and other conveniences should be the same as for other residential institutions for women.

2. Mid-day meals may be provided to non-resident trainees if they are in a certain number.

3. The per capita monthly expenditure on non-resident trainees should not exceed Rs. 20/- and on residential trainees, Rs. 40/- inclusive of cash stipends for pocket money for both.

**XIII. Records :** The following records should be maintained :—

1. An admission register with all relevant particulars of the trainees including their social background,

2. a daily attendance register,

3. a register showing the payment of monthly stipends,

4. a daily diary of teachers : The teachers must plan out their lessons before teaching, and keep a daily diary in which the lessons completed may be indicated.

#### 10. INSTITUTION FOR THE AGED

**I. Objectives :** Institutional care may be provided for the aged persons who have no relations to support them. Persons with families should, as far as possible, be encouraged to stay with their families. Institutional care should, therefore, be provided only to the poor and destitute aged.

**II. Intake:** Institutions should have a definite intake policy and necessary conditions for admission into the home such as those relating to income, age, social and physical status of the person, etc. This should be laid down and followed.

Admission should be granted after an interview with the person seeking institutional care and with his immediate relations, if any. There should be separate arrangements for the infirm.

**III. Location and Building :** 1. The building for an urban Home for the aged should, as far as possible, be located on the out-skirts of the city.

2. The building should not cover more than 50% of the total ground area. The unbuilt space should be utilised for a small garden.

3. The institution should be easily approachable by local transport.

4. It should have a specially constructed building with ramps instead of stairs, and hand-rails for side walls.
5. Medical facilities available to the nearby community should also be used by the Home.
6. Dormitory type of accommodation should be substituted by rooms for 2 or 3 inmates each.
7. Rooms should have proper ventilation, fresh air, light, etc.
8. In cold climate, porches open to the Sun will be found very useful.
9. There should be separate rooms for reading, recreation, and dining.
10. Easy chairs of correct incline, cots, beds, side-tables and lockers should be provided for the inmates.
11. There should be specially constructed bath rooms with handles and hand-rails.
12. Bathrooms should be easily accessible and should be kept clean.

**IV. Food :** 1. Food provided to the inmates should have the value of at least 2,800 calories per day.

2. Four meals (two principal and two minor) a day should be served.
3. The daily ration should make a light and balanced diet with emphasis on protective foods.
4. Kitchen should be equipped with gas-stoves or smokeless chulhas.
5. Fried and spicy food should be avoided.

**V. Medical and Physical Care :** (1) The Home for the aged should not admit

- (i) persons needing prolonged/advanced medical care, or
- (ii) persons with contagious diseases.

2. All inmates should be physically examined before admission, followed by periodical examinations; at least once in six months.

3. Persons suffering from contagious diseases and prolonged illness should be removed to the appropriate hospital, infirmary or sanatorium.

4. Adequate optic and dental care should be provided.

**VI. Recreational Facilities :** Recreational facilities such as a library, reading room, a radio set, indoor games, hobbies, etc. should

be provided in the Home. The Home for the aged could also run a day-centre or a club for non-residents with like interests. This will bring regular contacts between the inmates and the other members of the community. The inmates should be encouraged to take interest in active life, and engage themselves in suitable work and develop hobbies.

**VII. General :** 1. Necessary arrangements should be made for cremating or burying the unattached persons upon their death.

2. Some of the activities in the Home like recreation, hobbies, preparation of menus, etc. should be encouraged to be undertaken by the inmates. Self-Government through residents' elected committees should be encouraged.

3. In order to foster the spirit of self-help, contributions towards boarding and lodging should be invited from the inmates or their relations according to their capacity to pay.

**VIII. Staff :** 1. The success of the Home for the aged would depend on the type of staff running it.

2. The staff should have interest in the welfare of the aged and also an understanding of their problems.

3. Normally, the ratio of the staff to the inmates should be 1 : 10, or as near to it as possible.

4. Some staff members should stay on the premises of the institution.

5. There should be adequate nursing staff.

**IX Costs :** There are not yet many homes for the aged in the country. It is, therefore, not possible to find the exact percentage of expenditure on each item. However, the following broad indications will be of help :—

Food	50 to 60%
Clothing & bedding	5 — 10%
Medical	5 — 10%
Staff	15 — 30%
Contingencies	5 — 10%
Cremation, Burials, etc.	Less than 1%
Pocket money to the inmates	1%
Hobbies, vocational training, etc.	5 — 10%
Repairs and maintenance of building	5 — 10%

The total cost per inmate in the homes for the aged now being run at Bangalore, Bombay and Secunderabad, comes to Rs. 20-25 per head, which is a very low figure. The cost of running homes for the aged would be from Rs. 30 to Rs. 40 p.m. per inmate in rural areas and Rs. 30 to Rs. 60 in urban areas.

**X. Records :** Proper records of the previous history of each inmate before admission, progress in the home, discharge, death, etc. should be maintained.

In addition, a complete set of the usual establishment registers, as recommended for other residential institutions, should be maintained.

### 11. NIGHT SHELTER/DORMITORY

**I. Objectives :** A Night Shelter is intended for (i) shelterless wage earners, (ii) homeless people sleeping on foot-paths or pavements, (iii) persons in the lower income-groups such as labourers, vendors, hawkers, petty workers, shoe-shine boys and such others who find it difficult to obtain cheap accommodation. *The Shelter/Dormitory is not intended for families or for beggars.* It would be found particularly useful in cold climates and in places with heavy rainfall or long rainy seasons.

A Night Shelter should function more as a dormitory (a near substitute for single working men's hostel) so that the members have a sense of belonging to the Shelter. It should not be a place only for occasional shelter. This can be achieved by encouraging permanent membership of the users of the Shelter. Lockers should be provided so that the members can leave their belongings even during the day. Arrangements should be made for attending to the sick members of the Shelter also during the day. There should be some activities during the day or evening in which the members could participate.

**II. Location :** Night Shelters/Dormitories should be located in or near congested and busy areas of big industrial towns and cities, where large number of persons are found sleeping on pavements. If it is not close to the place where pavement-dwellers work, it should be so located as to be accessible from various parts of the city.

**III. Size and Categories :** 1. The number of persons in a Shelter should not be less than 25 and not more than 100, depending upon the size of the accommodation available. The building should have bath rooms, latrines, a kitchen, a recreation room and sleeping rooms or dormitories.

2. Separate Night Shelters should be provided for (a) boys upto 16 years, (b) men and (c) women.

**IV. Equipment :** Every Shelter/Dormitory should provide for each inmate *one mattress and one blanket*, which should be cleaned and disinfected regularly. *In places having severe winter, two blankets may be provided.*

**V. Medical Facilities :** (1) Physical check-up and medical aid may be provided through honorary physicians or local dispensaries, whenever necessary. A first-aid box should be provided in each Shelter and Care-taker should have training in first-aid.

(2) Arrangements should be made with a local hospital for the admission of the inmates in case of serious illness.

(3) People suffering from infectious diseases should not be admitted to the Shelter.

(4) Special emphasis should be laid on sanitation and cleanliness.

**VI. Extra Activities and Amenities :** A Night Shelter should provide (a) a radio set (b) equipment for indoor and Outdoor games and recreation e.g. carrom board, musical instruments, etc., (c) some books (specially self-teaching books) and newspapers.

Besides, arrangements may be made, if possible, for the following :—

(a) A small community kitchen or canteen,

(b) vocational training for those inmates who have only little or casual work during the day and

(c) an adult education class.

**VII. Staff :** Every Shelter must be under the charge of a Care-taker, who should be an experienced and/or trained person, capable of handling labourers and homeless people of this category and able to give general guidance and counselling to the inmates. He should be more like a hostel warden.

The Organisation running the Night Shelter should be able to mobilise the honorary services of doctors, social workers, voluntary welfare agencies and others with a view to enrich the life of the inmates. It should also enlist the co-operation of local municipal authorities and secure for the inmates adequate water supply, sanitary and public health services and other amenities available to the citizens.



**VIII. Fees:** The facilities in the Shelter should not be made available free of charge to the inmates. At least a nominal rent of 6 to 10 nP per night should be charged from each inmate and a proper record of such collection should be kept.

**IX. Records.** The Care-taker should regularly maintain the following records:—

1. An attendance register,
2. record of collections and expenses,
3. case history of each inmate,
4. a stock book for equipment.

## 12. SOCIAL EDUCATION CENTRE

**I. Scope:** A Social Education Centre is known by various names such as a Community Centre, Adult Education Centre, Literacy Centre, etc. mainly depending upon the major activities in each.

The scope of social education extends to the three-fold aspect of liberal education, viz. (a) knowledge of the spoken and written language (b) education in citizenship (c) satisfactory adjustment to surrounding social life.

**II. Principles:** A sound programme of social education is based on the following principles:—

- (1) Importance of the socialised individual as a citizen in the community,
- (2) democratic living,
- (3) programmes based on the felt-needs of the community, and
- (4) use of local resources and talents.

**III. Contents:** Some of the important contents of a social education programme usually are:

- (1) Adult literacy (a standard syllabus leading to a literacy test should be followed),
- (2) cultural activities such as dramas, bhajans, kirtans, kathas, etc,
- (3) recreational activities such as group games and sports,
- (4) vocational education,
- (5) health education,
- (6) reading room and library facilities,
- (7) radio programme, and
- (8) talks, discussions and debates.

This list is illustrative, not exhaustive.

**IV. Accommodation :** The social education centre may be run in a building of a local school, community centre, *panchayat ghar*, *chopal*, premises of a *mahila mandal*, etc., when these buildings or parts or their premises are not in use.

**V. Staff :** A trained Social Education Organiser with knowledge of the local language, customs, etc., or a part-time worker with suitable training and/or experience of similar work should be appointed. Necessary assistance of the school-teacher and health personnel may be obtained in order to enrich the programme.

**VI. Equipment :**

(A) *Literary Class:* (1) Black board (2) Slates (3) Primers (4) Charts (5) Chalks, slates, pens or pencils etc. (6) Attendance register and (7) Literature for the neo-literates.

(B) *Other equipment:* (1) a Dari (2) one small desk (3) musical instrument like Dholak, Harmonium (4) Stage equipment, etc.

(C) *Recreational equipment.* Both for indoor and out-door games.

(D) *Craft equipment and raw material* according to the choice of crafts.

**VII. Fees :** Small nominal fees may be collected for special activities, even if on a voluntary basis.

**VIII. Measure of Progress :** (a) Attendance in the centre, (i) number and (ii) regularity.

(b) Progress of work in the programmes enumerated above.

**IX. Records :** 1. An attendance register, (activity-wise),

(2) accounts books,

(3) a stock register,

(4) a record of progress and results after the completion of the Course.

### 13. URBAN COMMUNITY WELFARE CENTRE

**I. Objectives :** The objective of a Community Centre should not be merely to provide certain welfare services on an *ad hoc* basis but to organize the community on the basis of self-help so that it is

conscious enough to make use of the services already available, and is enabled to develop various services required in the community with the existing and developing resources. Directly or indirectly, to create dependence on outside agency will not lead to the achievement of the objective of community organisation and development.

**II. Location :** An Urban Community Welfare Centre should be started in or near a slum, poor or backward locality, in large cities and industrial towns, where welfare services are scarce or non-existent.

**III. Scope of Activities :** The activities of a Community Centre may include a nursery school, a creche, an infant health centre, a play centre for children, hobby clubs, maternity and child welfare services, family planning and other community activities like recreation, reading room-cum-library, cultural programmes, and, in due course, even referral and placement services and general medical aid.

The activities of a Community Centre should be of a multi-purpose nature, so as to cover various age-groups among children and also men and women, taking the family as the unit, and, should cover as many activities as possible within the resources available.

**IV. Coverage :** A Community Centre should serve a minimum of 500 families comprising a population of about 2,500.

**V. Local Support.** The local resources of the community in terms of finances, equipment, raw-materials, honorary services, etc. should be mobilised. The assistance from outside should be as little as possible. The local leadership in the community for organizing and running the Community Centre should be carefully encouraged. A Council of the local people may be organized and it should function on democratic lines with a representative membership. Co-operation of other welfare agencies and the Municipality should be enlisted in order to provide adequate water supply, sanitary and public health services, and other civic amenities.

**VI. Staff.** A Community Centre should be run by a trained Community Organizer, who should be a mature person and in a position to win the confidence of the community. His leadership should be acceptable to the members of the community, but he should work with the people as an enabler and a friendly helper. He should be assisted by various part-time workers, one each for Balwadi, Social Education

and Craft Classes, and by a midwife, Creeche-attendant. and such other functionaries depending upon the number and nature of activities started in the community. In addition, honorary services of doctors, social workers and available professionals in the community should be mobilised for the enrichment of the programmes.

**VII. Equipment:** A Community Centre should have minimum necessary furniture for the office, and equipment for each of the activities like Balwadi, Craft class, Social Education class, Play centres and Maternity centres. Efforts should be made to make some of the furniture and equipment locally, in cooperation with the community, so that the non-recurring cost could be reduced to the minimum.

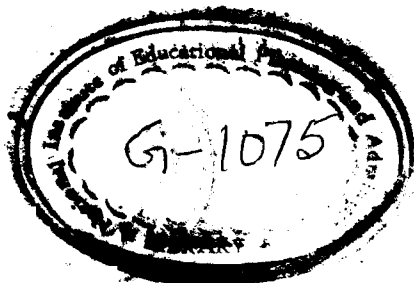
**VIII. Fees :** Minimum fees may be charged from the participants as agreed upon by the community from time to time so as to help in meeting a part or whole of the expenditure of a service as the case may be. This may preferably be in the form of voluntary services.

**IX. Reports and Records :** Proper records, accounts and registers of activities, of income and expenditure, of attendance in the regular training classes should be maintained as in the case of other welfare programmes indicated in this Guide.

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## APPENDIX

### The Committee on Grants-in-aid Code and Field-Counselling Service

Dr. J. F. Bulsara	<i>Chairman</i>
* Smt. Achamma J. Matthai	<i>Dy. Chairman</i>
Smt. Asoka Gupta	<i>Member C.S.W.B.</i>
Smt. Indumati Chimanlal	„
Smt. Tara Ali Baig	„
* Sri M.S. Gore	<i>Principal, Delhi School of Social work</i>
Sri Prem Narain	<i>Ministry of Finance</i>
* Sri P. D. Kulkarni	<i>Planning Commission</i>
* Sri Lal Advani	<i>Ministry of Education</i>
Sri V.V. Sastri	<i>Central Social Welfare Board</i>
Sri R.S. Krishnan	<i>Secretary</i>
* Sri D. Paul Chowdhry	<i>Assistant Secretary</i>

\* These members constituted the Sub-Committee on Minimum Standards with Sri M.S. Gore as Chairman. Sri D.V. Kulkarni, Director, Social Welfare, Delhi Administration, was Co-opted as a member of the Sub-Committee.

