

# **WOMEN AND GIRLS IN MORAL AND SOCIAL DANGER**



**CENTRAL BUREAU OF CORRECTIONAL SERVICES  
DEPARTMENT OF SOCIAL WELFARE  
GOVERNMENT OF INDIA, NEW DELHI**

# Women and Girls in Moral and Social Danger

## PREFACE

The Constitution of India authorises the Government to take special measures for the prevention of exploitation and protection of women and children under Sections 15, 23, 24. In accordance with these provisions, several progressive steps have been taken by the Government of India and State Governments with a view to ensure the care and protection for women and children. These include legislation such as the Suppression of Immoral Traffic in Women and Girls Act, 1956, Women's and Children's Institutions (Licensing) Act, 1956, Orphanages and other Charitable Homes (Supervision and Control) Act, 1960, the Children Act, 1960 and services for their implementation. This work is supplemented by various grant-in-aid programmes to assist the non-official agencies working in the field of prevention of exploitation and rescue of women and girls in moral and social danger. The Central Bureau of Correctional Services is the technical advisory body under Government of India to coordinate the programme.

What follows in the following chapters is a review of the institutional and non-institutional services initiated in India during the Three Five Year Plans, in the sphere of setting up of institutional and non-institutional services, both at official and non-official levels, in all the States. The statistical and other material presented and compiled in this brochure was collected by the Central Bureau of Correctional Services during 1967, 1968 from various States and Union Territories for a Report by the Committee set up by the Government of India (*Vide* Appendix I).

It is hoped that the present publication will help to throw some light on a very perplexed issue of extending protection and security to women and girls in moral and social danger. It may also be helpful to the State Governments, Managing Committees of Institutions and the correctional field personnel working in the institutional settings to improve the effectiveness of the services.

I will like to place on record my gratitude to all the Members of the Committee as well as to the Superintendents of Institutions who furnished the data needed for this Survey.

Ramakrishnapuram,

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NEW DELHI-22.

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DI. 30-1-1971.

## CENTRAL BUREAU OF CORRECTIONAL SERVICES

### Women and Girls in Moral and Social Danger

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## **CHAPTER I**

### **INTRODUCTION**

1.1. The Government of India had under consideration for some time back the question of evaluating the existing programmes for women and girls facing moral and social danger with a view to improving their working and drawing lessons for future planning. The Committee was accordingly set up under the Chairmanship of Smt. Raksha Saran, with following terms of reference :—

- (a) to study the existing institutional and non-institutional programmes in relation to the needs and requirements in the field of moral and social hygiene in the country;
- (b) to study the institutional treatment provided at present to the girls and women in moral and social danger and also to study the facilities available by way of non-institutional services such as family counsel centres, juvenile guidance centres; and
- (c) to make necessary recommendations/suggestions for improvement of the existing institutional and non-institutional services in the field and to suggest new programmes, wherever necessary.

1.2. The composition of the Committee was as under:—

#### **Chairman**

1. Mrs. Rakasha Saran.

#### **Members**

2. Mrs. Shakuntala Lall, Honorary General Secretary, Association for Moral and Social Hygiene in India.
3. Dr. (Mrs.) Jyotsna H. Shah, Director, Central Bureau of Correctional Services.
4. Mr. M. C. Nanavatty, Adviser, Social Welfare, Department of Social Welfare.
5. Km. Jamuna Bai, Honorary Adviser (After-care), Central Social Welfare Board.

#### **Member-Secretary**

6. Dr. Hira Singh, Assistant Director, Central Bureau of Correctional Services.

### 1.3. Scope of the present Committee:

Keeping in view the terms of reference prescribed for the Committee, it was decided to restrict its study to the evaluation of the institutional and non-institutional programmes only. As another Committee was constituted by the Department to examine the legal aspects of the Suppression of Immoral Traffic in Women and Girls Act, 1956, the Committee did not deal with this subject in its deliberations.

### 1.4. Method of Study:

1.4.1. The Committee evolved the following questionnaires to study various aspects of the moral and social hygiene programmes:

- (i) Questionnaire on Institutional Services.
- (ii) Questionnaire for General Assessment and Evaluation.
- (iii) Questionnaire on Non-institutional services.

Copies of the questionnaires are appended.

1.4.2. The above questionnaires were circulated among the Heads of the concerned Departments and Organisations in the States and Union Territories, Chairmen of the State Social Welfare Advisory Boards, Presidents of the State Branches of the Association for Moral and Social Hygiene in India, Prominent social workers and experts engaged in the field. The members of the Committee visited 58 institutions out of an estimated number of 137 institutions in 12 States and Union Territories and held 12 meetings with 285 prominent social workers and administrators, engaged in moral and social hygiene work. The Chairman addressed a letter to the Ministers incharge of this work in the States, soliciting their opinions and comments on the problems and programmes in the field. The Committee held 22 meetings of its members to prepare and discuss this Report. A list of the institutions visited by the Committee is appended.

1.4.3. The data collected through questionnaires and the institutions visited by the Committee gave adequate picture of the nature and quality of services existing in the field as also certain definite indications of the areas in which improvements or modifications could be effected. The institutions visited by the Committee represented a cross section of the institutional facilities for women and girls facing moral and social danger. The programmes studied through the questionnaires were also

fairly representative of the nature of the work being done in the field. The meetings with social workers and administrators were greatly instrumental in assessing the intensity of the problems in the field of moral and social hygiene and the difficulties in tackling them effectively. A list of the institutions which responded to the questionnaire is appended.



## **CHAPTER II**

### **IN RETROSPECT**

#### **2.1. Recommendations of the Advisory Committee appointed by the Central Social Welfare Board:**

2.1.1. In 1954, the Central Social Welfare Board appointed the Social and Moral Hygiene Advisory Committee under the Chairmanship of Smt. Dhanwanti Rama Rau. The Committee examined the sociological, economic, commercial and moral aspects of the problem of immoral traffic. It studied comprehensively the demand and supply factors of the problem by travelling through the important cities as well as villages and small town areas in each State. Legislations to suppress immoral traffic that existed in several States, were reviewed and the areas not covered by such legislation, were surveyed with a view to focus public opinion and interest in mobilising community action. The working of various institutions, intended for destitute women and children, seduced or abducted women and girls, whether Governmental or Non-Governmental, was studied through questionnaires and on-the-spot enquiries.

2.1.2. The Advisory Committee made a detailed study of one hundred and eighteen institutions for destitute women, Abala Ashrams, Mahila Samajs, Anathalayas, etc., and examined the programmes for re-education and rehabilitation in these institutions. It covered various aspects of the management, institutional programme and after-care policies of these institutions and found extreme variations in the standards of services rendered by them. The Committee recommended that the whole system needed to be thoroughly over-hauled, both from the view-point of outlook and attitudes as well as of uniformity of programmes and services in the field.

2.1.3. Dealing with problems of reclamation, rehabilitation and after-care, the Committee observed that work in the field should start from the grass-root level, *i.e.*, villages and towns from where these insecure and distressed young women and children are taken to cities and exploited in this nefarious trade. The Committee suggested the setting up of additional machinery in each of the District Headquarters in the form of the District Vigilance Centre with an accommodation for approxima-

tely 100 women. It underlined the role of Probation Officers and Vigilance Police in investigation and recovery of cases in the specified area.

2.1.4. The Committee suggested that the Central Social Welfare Board may undertake the establishment of five Regional Women's Institutions to serve women rescued from moral danger. For those committed by Courts, it recommended the setting up of Remand Homes by the States. It worked out a comprehensive scheme for education, training and rehabilitation of the inmates in the Regional Women's Institutions as well as for the training of the workers engaged in this task. The criteria for the selection of buildings and the staff were specified and the programmes in these institutions were given in details. To administer the services the creation of Central Directorate for Welfare of women and children as one of the Departments of Central Social Welfare Board or Ministry of Social Welfare was recommended.

2.1.5. In its concluding remarks the Committee made some significant recommendations for undertaking measures by the authorities as well as voluntary organisations for the prevention and control of the vice in the society. To the Government it suggested the imparting of sex education of progressive nature to children and adults, setting up of child guidance clinics to help children to develop on socially approved patterns, establishing of marriage guidance and counselling centres to help young couples and parents to overcome their adjustment problems, organising of parent-teachers associations to help school-going children in over coming their difficulties, launching of a comprehensive V.D. Control Programme and undertaking of family planning measures in a systematic way. The voluntary organisations were asked to undertake extensive country-wide programmes of public education and propagation of healthy social and moral values among the people with a view to achieve social reforms. The importance of preventive programmes in the filed and after-care work in collaboration with the States was specially stressed.

2.1.6. The problems of housing of working women, both the educated few as well as increasing numbers that are being pressed into factories, domestic service and craft centres were also considered. It was pointed out that working women often live in an unhealthy and lonely environment which accounts for their exploitation and moral degradation. Adequate hostel arrangements to be undertaken by the State Governments and Municipalities were recommended as of absolute necessity. The



State was asked to lay down specifications for hostels for working women and to maintain periodical checks.

2.1.7. The recommendations of the Committee were examined in detail by a Committee consisting of Smt. Indira Gandhi as Chairman and representatives of various Central Ministries connected with different aspects of moral and social hygiene work as its members. This Committee examined in detail the method of implementation of the more immediate recommendations of the earlier Committee and the financial implications involved in implementing these recommendations.

2.1.8. It was decided that provision should be made for institutional services in the States and Districts as well as for rehabilitating the inmates of these Homes as normal members of the society by giving them training in suitable crafts and professions. The institutional services envisaged the setting up of State Homes and District Shelters or the Reception Centres. To run the administration of each Home at State-level and each District Unit on sound scientific lines, a Managing Committee was recommended. Another important decision of the Committee was with regard to the training of administrative and supervisory personnel.

2.1.9. The recommendation dealing with the various groups of people under the moral and social hygiene and after-care programmes referred to (1) rescued women, (2) women in moral danger, (3) unattached women, (4) wayward girls, (5) persons discharged from various types of institutions, both care and custodial and (6) those needing after-care, after long period of institutionalisation.

## **2.2. Action taken by the Government:**

2.2.1. The proposals finalised by the Central Social Welfare Board were considered by the Government of India, Ministry of Home Affairs and approved after obtaining the views and suggestions of the State Governments on various aspects of the proposals. A copy of the letter dated the 8th March, 1956 from the Ministry of Home Affairs, Government of India, addressed to the Chief Secretaries to State Governments, in this connection, is appended. The then Union Minister for Home Affairs also addressed a letter to the Chief Ministers, detailing out the financial implications of the schemes and urging the States to implement the programmes effectively.

2.2.2. The Planning Commission communicated to the State Governments necessary financial provisions made for the implementation of the Schemes. It was estimated that the provision for Social Welfare in State Plans would have to be raised by about Rs. 3 crores but finally an amount for about Rs. 2 crores was ear-marked for the Schemes in Second Five Year Plan. As against this an expenditure of about Rs. 98.4 lakhs was incurred during the plan period. The programmes in the field were further developed in the Third Five Year Plan. The Central share of the expenditure, on a 50 : 50 basis, provided during the Third Plan was about Rs. 60 lakhs, against which only Rs. 39 lakhs could be availed of by the State Governments. The financial and physical targets for the schemes in the Second and Third Five Year Plans, thus, could not be achieved mainly because the State Governments could not mobilise adequate financial resources to share the estimated expenditure on this account.

2.2.3. The Moral and Social Hygiene and After-care Programmes were originally dealt with by the Ministry of Home Affairs at the Centre. In 1960, this work was transferred to Ministry of Education. With the creation of the Department of Social Security in 1964, the programmes rightly came to it and at present they are being looked after by the reorganised Department of Social Welfare.

### **2.3. Manual for the Working of Moral and Social Hygiene Institutions:**

2.3.1. The Central Social Welfare Board prepared a Manual for the working of State Homes and District Shelters which was circulated to the States and Union Territories for general guidance. The Manual dealt with the main features of the Moral and Social Hygiene and After-care programmes, size and scope of the programme, the role of various agencies in the schemes, the composition, functions and powers of the Managing Committee, Production Units, duties of the Superintendents of the Homes/Shelters, the over-all control of the State Governments, discharge and follow-up etc. The State/Union Territory Governments were advised to formulate their own rules on the basis of this Manual, to suit their local conditions. The Manual ruled out the possibility of the after-care functions being entrusted to existing care institutions. It laid down that each Home at State-level should house about 100 inmates at a time with a production unit providing work for 500, attached to it.

2.3.2. With regard to the participation by voluntary agencies in this programme the Manual contained that in view of the nature of the problems in the field, lack of appreciation of the need for minimum standards on part of the voluntary agencies and the initial large financial requirements of the scheme, the voluntary institutions might not be entrusted with this task in the initial stage. At the same time it was advised that a machinery was to be evolved in order to secure the largest possible participation by voluntary agencies which may ensure the proper management and the accounting of public funds.

2.3.3. The Manual laid down the pattern of mutual co-operation and co-ordination between various voluntary and Governmental agencies. It specifically underlined the role of voluntary welfare agencies and social workers and contained that as the work progressed the possibility of initiating the establishment of Homes and Shelters with the assistance of voluntary non-official organisations, should be fully explored. Voluntary agencies and social workers were advised to be given sufficient representation on the Managing Committees of the institutions.

#### **2.4. Implementation of the Suppression of Immoral Traffic Act, 1956:**

2.4.1. A significant development in the field was the enactment of Suppression of Immoral Traffic in Women and Girls Act, 1956, which was brought into force throughout the country in 1958. The main objective of the Act is to suppress the commercialised vice i.e., traffic in women and girls for the purpose of prostitution as an organised means of living. It does not render prostitution *per se* a criminal offence and none of the provisions of the Act has the effect of stopping the profession or trade of a prostitute altogether. It provides for measures to suppress the traffic, abolish the brothels and commercialised vice and is intended to be a supplement to the provisions of the Indian Penal Code intended for the kidnapping, sale, abduction, reduction and wrongful restraint of women and girls.

2.4.2. The Act envisage the setting up of Protective Homes for the care, protection, treatment, education and rehabilitation of women and girls rescued from being victims of their circumstances. The Ministry of Home Affairs, Government of India, directed the State and Union Territory Governments to utilise the institutions established under the Moral and Social Hygiene and After-care programmes, as Protective

Homes under the Act, until such time specialised institutions are set up. It was further stated that with a view to having sufficient number of Protective Homes in the States/Union Territories, the propriety of licensing suitable voluntary women's institutions as Protective Homes may also be considered. As a result of this directive many of the institutions originally set up under the Moral and Social Hygiene and After-care programmes, were declared as Protective Homes by the State Governments.

## **2.5. Study Team on Social Welfare:**

2.5.1. The Study Team on Social Welfare and Welfare of Backward Classes was set up by the Government in 1958-59. One of the aspects covered by the Team was the review of the implementation of Social and Moral Hygiene and After-care programmes. It recommended that voluntary agencies ought to be more directly associated with the execution of the programme and the advisory character of Managing Committee should be modified so as to give the Committee greater executive responsibility with certain financial safeguards to be retained by the State Governments. The over-all responsibility for social and moral hygiene programmes was recommended to be transferred to the Central Social Welfare Board at the Centre and to the State Social Welfare Advisory Boards in the States.

2.5.2. The Study Team made some important recommendations with regard to the strengthening of the care and after-care institutions under the Social and Moral Hygiene and After-care programmes. It advised for early steps to establish independent Protective Homes as visualised in the Act. The location of the Homes/Shelters, it said, should be decided by the actual need and requirement of the localities. The programme in the institutions were recommended to be more diversified and flexible so as to meet the varied correctional needs of the individual inmates.

2.5.3. The Study Team further recommended that the Social and Moral Hygiene being a difficult and complicated field, required the services of trained and qualified staff. Compulsory licensing of voluntary institutions working in the field was considered essential. The non-institutional programmes as recommended by the Advisory Committee on Moral and Social Hygiene were reiterated by the Study Team for early implementation.

## 2.6. Progress reviewed in 1961:

2.6.1. A Conference of the Secretaries of the State Social Welfare Departments and the Chairmen of the State Social Welfare Advisory Boards, was called by the Union Ministry of Education to review the progress in the implementation of the Moral and Social Hygiene and After-care programmes in May, 1961 at New Delhi. In its memorandum submitted to the Conference, the Ministry of Education reported that the physical and financial targets for the 2nd Five Year Plan could not be achieved by the States, the requisite number of training-cum-production units could not be started and the number of inmates in many State Homes and District Shelters was far below the sanctioned capacity. It was further noted that on one hand the personnel, trained by the Central Social Welfare Board in Madras and Delhi Schools of Social Work for After-care programmes, had not been fully absorbed; on the other hand the State Governments were complaining of lack of trained personnel to man these institutions.

2.6.2. The views of the agencies concerned with the working of this programme were obtained by the Ministry of Education and the Central Social Welfare Board and it was gathered that the scheme was too rigid and required revision; the system of dual administrative control by the Government and Managing Committees hampered smooth running of the scheme; the training-cum-production units could not be set up due to the multiplicity of the concerned agencies; the lack of trained personnel was an impediment in the working of the scheme.

2.6.3. The Conference recommended that the pattern and targets laid down in Second Five Year Plan were only to serve as a guide and ceiling for every State but the character and number of institutions should be determined in accordance with actual need of every State. A clear-cut demarcation was made between the care and after-care institutions and both were considered essential for the welfare and rehabilitation of the inmates. It was recommended that an increasing measure of administrative and financial powers in the management of day-to-day affairs of the institutions should be delegated to the management committees.

## 2.7 The Present Position:

2.7.1. As a result of the implementation of the schemes during the Plans, a network of the institutional services has been established all over the country, by the State and Union

Territory Governments. On the basis of the information available in the Central Bureau of Correctional Services, Department of Social Welfare, it has been estimated that there are over 47 Long Stay Homes and 91 Short Stay Homes. The Committee has also been informed that a number of non-governmental agencies receiving grants-in-aid from the Government, for general Social Welfare programmes, are also promoting social and moral hygiene work but the exact number of such institutions and the quantum of work done by them was not known.



## **CHAPTER III**

### **SOCIAL AND ECONOMIC FACTORS**

3.1. The problems of social and moral hygiene have to be viewed in context of the social and economic development in the last 25 years in the country. In a developing country like India, the influence of rapid industrialisation and the subsequent urbanisation, extensive use of mass media of communication, improved transportation and increasing use of technological innovation, both in the field of agriculture and industry, are some of the main factors influencing social change. This change is taking place in the background of traditional social structure dating back to hundreds of years. No one factor, however, important, can be held responsible. It is the constant interplay of various social, economic, political and technological factors that effect change in values, attitudes and norms of people.

3.2. The traditional social structure in the rural areas, arising mainly out of rural economy, provides inbuilt controls for social interaction and relationships. The behaviour of people under the circumstances is conditioned by the traditional means of social control. It is possibly because of this that delinquency as a practice against the prevailing social norms, is not outwardly manifested in the village society. Wherever it exists, it is controlled by the joint family and the caste groups in its initial stages. Recent studies, however, indicate that delinquency to some extent, does prevail in rural areas, but it is brought effectively under control by the influences of the family and the community.

3.3. The institution of family which provides best security against social and moral hazards, is undergoing vital changes. The homogeneity of community life is breaking down and the joint family is giving way to new patterns of interpersonal relationships within the family, based on the equality of rights between husband and wife in the home and opportunities for work for both outside the home. More and more women are taking up gainful employment in offices, shops and factories which involve them to the realities of changed situations. The new civil laws bestow upon her equal rights in the matters of marriage, divorce, inheritance and guardianship.

3.4. This emancipation of woman is undoubtedly good in itself but in its wake, it creates an imbalance and maladjustment in relationships. Stable marriage which has been the bulwark of family life in this country, is threatened by the cultural influences of the west, transmitted through mass media of communication. Elderly parents or in-laws who fitted so well in joint family, often find themselves out of tune with the unitary family living in small apartment in urban areas. Parents with traditional ideas and attitudes fail to communicate with their young growing children, already overwhelmed with the physiological, emotional and psychological changes.

3.5. The social life in urban areas, in contrast to the situation in rural surroundings, is riddled with complex relationships. Large population of young men migrate from rural areas to cities. At least in the initial stages, very few families migrate with them. In cities there are no organised services available for securing advice, accommodation or social contacts for them. Most of them live in slums during the early period. They are exposed to various anti-social influences in the form of bad company, encouraging undesirable practices. It has been found that wherever the industry in the urban areas provides accommodation to the families of the workers, they are more regular in attendance and effective in production and above all, healthy social relationships prevail.

3.6. Referring to the problems of social and moral hygiene, especially of prostitution, the United Nations Report states, "It is practically impossible to enumerate or even to identify all such factors which are conducive to prostitution. It is often argued that prostitution has its roots deep in the fabric of society and that the solution of the problem is to be found in an improved society. None the less, since prostitution is generally carried on as in occupation of a para-commercial nature based on the principal of the purchase and sale of sexual relations, it will be logical to assume that women's poor living conditions, economic hardship and unemployment play an important part in its causation."\*

3.7. In a poor and economically developing country like ours, the problems in the field could be ascribed to such socio-economic factors. More and equal employment facilities for women can, to an extent, reduce the need for resorting to degrading ways of finding livelihood. Low wages and aspirations

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\*Study on Traffic in Persons and Prostitution, United Nations.



for high standards of living can also become a cause for taking to anti-social practices. Girls coming from poor but respectable families, when migrate to urban areas in search of jobs, get exposed to socially undesirable elements. If adequate opportunities for healthy social contacts, employment and guidance through social welfare services are not available to such girls, they are likely to be drawn to unhealthy channels of relationship. Thus, economic and social factors can be considered most important in the causation of prostitution. The State and the public, therefore, should jointly take suitable measures to counteract these factors effectively.

3.8. The same Report referred to earlier, states that preventive programme which aimed at improving the level of living, the standard of education, health and social services could prove effective, particularly in countries where problem of prostitution is closely related to depressed social and economic conditions.

3.9. It has also been found that where social and economic subordination of women to men exists, it acts as one of the important causes leading to prostitution. In working out a preventive programme, therefore, emphasis should be laid on social and economic conditions of women, especially in regard to their social and political status, outside and inside the family as well as on conditions, such as, social security, welfare benefits including pension. It is, therefore, necessary to ensure full equality of women with men as far as their right to work in all phases of economic, social, cultural and political life is concerned. Besides this, efforts must be made to raise the standards of living and to provide adequate social services of health, education and housing.

3.10. It is, however, necessary to realise that even when the economy of the country is improved, a high standard of living and equality of men and women is achieved, and a well advanced programme of social services is provided, there might still continue the problem of prostitution taking different clandestine forms, such as, street-walking and call-girls' services. This is reported to be the situation in some of the metropolitan cities visited by the Committee. It has been argued that these girls take to prostitution mainly to obtain the luxuries and pleasure that they crave for. It is also stated that alcoholism and prostitution prevail together. The problem of venereal diseases, although resulting out of promiscuous sex relationships, becomes a social factor influencing not only the clients but also their families.

3.11. Since prostitution is due to a multiplicity of factors, it would be erroneous to conclude that inability to minimise the practice of prostitution is due to the failure of socio-economic measures taken to eradicate the vice. In fact, it is hardly conceivable that all other factors have remained equal in the period during which such measures were taken. Besides, continuous education of the public as well as of the younger generation against such anti-social practices, constant efforts of the community to build the defences in the mind of the people against the anti-social influences should become the bulwark of all our attempts in the prevailing socio-economic context. The preventive measures which counter-act the socio-economic factors conducive to prostitution, should not be considered sufficient in themselves but ought to become an intrinsic part of a comprehensive preventive programme which aims at reducing prostitution.

3.12. The social legislation is rightly conceived as an important factor in controlling the vice. The experience, however, of the enactment and enforcement of various social legislations, such as, the Suppression of Immoral Traffic in Women and Girls Act, 1956, indicates that without the conscientious support and participation of the public in their implementation, no social legislation can prove effective. The enforcement of the social legislations, besides improving them as required, should necessarily be accompanied by continuous education of the public in favour of creating opinion against such practices. The defences against anti-social elements, as of those against war, are to be built in the minds of men. A well-rounded programme of community education for social and moral health and hygiene is, therefore, of profound significance.

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## **CHAPTER IV**

### **INSTITUTIONAL FACILITIES**

#### **4.1. Types of Institutions:**

4.1.1. The Social and Moral Hygiene and After-care Schemes were included in the 2nd Five Year Plan under its social welfare sector. The schemes envisaged the setting up of the following five types of institutions:—

#### **At the State-level:**

- (a) One Home in each State for rescued women, for whom a fairly long period of social and environmental adjustment may be necessary, prior to giving vocational training;
- (b) two Homes in each State, one for men and another for women, for the after-care of persons discharged from correctional institutions like jails, reformatories, etc., in these it was proposed to have training-cum-production units, where suitable crafts or trades would be taught to such persons, with the ultimate object of setting them up in gainful employment or in useful trades. These persons would be permitted to stay in the Homes only until they are able on their own feet;
- (c) two Homes in each State, one for men and another for women, where short term rehabilitation services would be provided for persons discharged from non-correctional and care institutions; the intention being that admission to these Homes be strictly limited to persons coming out of non-correctional and care institutions, for whose ultimate rehabilitation there can be no suitable arrangements in the latter institutions themselves;
- (d) in each of the above Homes, it was proposed to have a separate section for young persons between the ages of 16 to 21; and
- (e) arrangements in each Home will be roughly for 100 inmates.

**At the District-level:**

- (a) One Shelter for two neighbouring districts for receiving groups of persons requiring after-care and for housing them for a temporary period, i.e., pending their transfer to one of the State Homes mentioned above; each Shelter will house both men and women, in separate halves, and the period of stay will not normally exceed three months and may be as short as a few days;
- (b) one Reception Centre between two districts, wherein women rescued from moral danger will be temporarily lodged as in the Shelter at (a) immediately above;
- (c) each of the above two units will have arrangements for 25 inmates.

4.1.2. During the review of the progress made in setting up of these institutions, the Committee observed that all the States have not been able to organise the requisite number of State-level and District-level Homes. On the basis of the information available at the Central Bureau of Correctional Services the number of such institutions established by various States/Union Territories has been estimated as under:—

**TABLE NO. I**  
*Number of Institutions*

States/Union territories	State-level Homes					District-level Homes			
	Number of districts	Contemplated number	Existing number	Shortage	Excess	Contemplated number	Existing number	Shortage	Excess
1	2	3	4	5	6	7	8	9	10
Andhra Pradesh . .	20	3	3	..	..	20	..	20	..
Assam . .	16	3	4	..	1	16	..	16	..
Bihar . .	17	3	2	1	...	17	1	16	..
Gujarat . .	19	3	4	..	1	19	12	7	..
Haryana . .	7	3	..	3	..	7	..	7	..
Jammu & Kashmir . .	9	3	..	3	..	9	..	9	..
Kerala . .	9	3	3	..	..	9	15	..	6

1	2	3	4	5	6	7	8	9	10
Madhya Pradesh . .	43	3	3	..	..	43	9	34	..
Madras . .	14	3	4	..	1	14	12	2	..
Mysore . .	19	3	3	..	..	19	7	12	..
Maharashtra . .	27	3	3	..	..	27	13	14	..
Nagaland . .	3	3	..	3	..	3	..	3	..
Orissa . .	13	3	1	2	..	13	7	6	..
Punjab . .	11	3	2	1	..	11	..	11	..
Rajasthan . .	26	3	2	1	..	26	5	21	..
Uttar Pradesh . .	54	3	7	..	4	54	9	45	..
West Bengal . .	16	3	..	3	..	16	..	16	..
Delhi . .	1	..	2	..	..	..	..	..	..
Tripura . .	1	..	..	..	..	..	1	..	..
Himachal Pradesh . .	10	..	3	..	..	..	..	..	..
Goa . .	3	..	1	..	..	..	..	..	..
TOTAL . .	338	51	47	17	7	323	91	239	6

4.1.3. With the implementation of the Suppression of Immoral Traffic in Women and Girls Act, 1956, provision for Protective Homes as desired in the Act was also made. The Protective Home has been defined as an institution by whatever named called in which women and girls may be kept in pursuance of the Act and includes:—

- (i) a Shelter where female undertrials may be kept in pursuance of this Act; and
- (ii) a corrective institution in which women and girls rescued and detained under this Act may be imparted such training and instruction and subjected to such disciplinary and moral influences as are likely to conduce to their reformation and the prevention of offenders under this Act.

4.1.4. The Government of India decided that the State Homes for rescued women established under the Social and Moral Hygiene and After-care programmes may be utilised as Protective Homes under the Act provided proper arrangement for segregation of cases recovered and detained under the Act were made by having a separate wing in each Home. It was further directed that the District Shelter/Reception Centres may

be used for keeping female undertrials in pursuance of the Act. The number of institutions working as Protective Homes as estimated at the Central Bureau of Correctional Services is as under:—

TABLE NO. II

*Number of Institutions working as Protective Homes under SIT Act*

States/Union Territories	Number of Insti- tutions
1	2
Andhra Pradesh . . . . .	3
Assam . . . . .	2
Bihar . . . . .	2
Gujarat . . . . .	8
Kerala . . . . .	4
Madhya Pradesh . . . . .	7
Madras . . . . .	11
Maharashtra . . . . .	5
Mysore . . . . .	15
Orissa . . . . .	7
Punjab . . . . .	1
Rajasthan . . . . .	7
Uttar Pradesh . . . . .	15
Delhi . . . . .	1
Himachal Pradesh . . . . .	3

4.1.5. Institutional facilities for girls upto 18 years of age also exist under the statutory provisions of the Children Acts in various States and Union Territories. These Acts cover both the delinquent and non-delinquent categories of children. All such girls who are destitute, exposed to moral danger or exploitations subjected to cruelty and lacking in proper guardianship and are below the maximum age as prescribed in the Act, fall under the non-delinquent category. All the States and Union Territories except Assam, Bihar, Jammu and Kashmir, Nagaland, Orissa and Rajasthan have their Children Acts.

4.1.6. The Central Children Act, 1960 which is applicable to Union Territories is considered as a model legislation in the field. Besides those who come in conflict with law, the various categories of children covered under this legislation are the destitute, neglected, victimised, uncontrollable and exploited.

4.1.7. The Central Act defines the neglected child as one who is found begging, without having any home or settled place of abode or any ostensible means of subsistence or is found destitute, whether as an orphan or with a parent or guardian who is unfit to exercise or does not exercise proper care and control over the child or lives in a brothel or with a prostitute or frequently goes to any place used for the purposes of prostitution or is found to be associated with a prostitute or a person leading an immoral or depraved existence.

4.1.8. Though the machinery for the trial and disposal of cases such as Juvenile Courts, Children Courts and Child Welfare Boards is the same for both the boys and girls, separate institutional facilities have been provided. Remand/Observation Homes, Children Homes and Special/Approved/Certified Schools are the various types of institutions working under these Acts. The Remand/Observation Home is meant for their stay during trial as well as for their study, diagnosis and classification for treatment purposes. The Children Homes provide institutionalisation to non-delinquent children such as destitute, neglected and uncontrollable and exploited. The Certified/Special/Approved Schools function as correctional institutions for delinquent category.

4.1.9. Besides the above types of institutions, a number of non-Governmental organisations have also been providing institutional facilities to various categories of women and girls facing moral and social danger. Though the exact number of non-Governmental institutions working in the field could not be furnished to the Committee from all the States and Union Territories, detailed information on 34 such institutions was available with the Central Bureau of Correctional Services.

## **4.2. Coverage:**

4.2.1. The Committee found that while the number of State-level Homes was not much below the target as originally contemplated, the requisite number of District-level Homes could not be set up by the State/Union Territory Governments. The reasons put forth by the States for not having started the scheduled number of State-level Homes and District Shelters were both the paucity of funds as well as some practical difficulties in implementing the schemes. The intake of the institutions was low in several States and they did not consider it necessary to set up more institutions.

4.2.2. In response to a question posed to the administrative Departments of States dealing with this programme, as to whether all the areas in States and Union Territories are adequately covered by institutional facilities, of the twelve responding States: Assam, Bihar, Gujarat, Maharashtra, Mysore and Madhya Pradesh replied in the negative while the States of Andhra Pradesh, Madras, Kerala, Rajasthan, Uttar Pradesh and Delhi mentioned that all the areas in the States were adequately covered.

4.2.3. In answer to the question that if all the districts not covered by institutional programme, how women and girls facing moral and social danger were taken care of, out of the 26 respondents, 11 have stated that they are sent to institutions in adjacent districts, 7 have stated that there is no proper arrangement and 3 mentioned that they are sent to voluntary organisations.

4.2.4. In response to another question if the uncovered areas require additional institutional facilities, out of 26 respondents, 17 have expressed positively in favour of covering areas, while 9 are of opinion that there is no need for the additional homes. However, such a conclusion should be further clarified according to regional or state-wise needs. An analysis of the responses from State Governments has given the following picture:—

- (a) Andhra Pradesh suggested institutions on regional basis; one for Srikakulam, Visakhapatnam and East Godavari; one for West Godavari, Krishna and Guntur; one for Nellore, Chittoor and Guddapah; one for Ananthapur, Kurnool, Mahabubnagar; one for Hyderabad; one for Krimnagar, Nizambad and Adilabad; one for Warngal, Medak, Nalgonda and Khammam.
- (b) Assam: only in urban areas for selected towns.
- (c) Bihar: atleast one Home at Headquarters of each Division, i.e., 4 Homes in whole State; each District to have one Reception Centre; in Bihar there are only one State Home and District Shelter/Reception Centre.
- (d) Gujarat: five institutions are needed in districts of Bulsar, Junagadh, Rajkot, Sabarkantha and Kaira.



- (e) Maharashtra: some areas of the State, particularly the urban areas, where problem is acute may need more such institutions, *e.g.*, cities of Poona, Sholapur, Kolhapur, Bombay, Nagpur, etc. Some institutions in tribal areas in the border may be started.
- (f) Madras: a Shelter of short stay home for the district of Chingleput, South Arcot, Ramnathapuram, Kanya Kumari and Nilgiris.
- (g) Mysore: two State-level Homes and 7 Reception Centres will cover the remaining two districts, not covered geographically so far.
- (h) Madhya Pradesh: there is need for additional institutions.
- (i) Kerala: Protective Homes in Trivendrum, Quilon, Kottayam, Trichur, Calicut and Cannanore.
- (j) Rajasthan: one District Shelter in Ganganagar district to cover Bikaner Division.

The above analysis indicates that the original schemes of having 3 State-level Homes and 1 Shelter for 2 neighbouring districts and 1 Reception Centre between 2 districts has neither been found realistic nor feasible by all the State/Union Territories. The actual needs for the institutional facilities vary from State to State and the pattern and targets as originally laid down could not be rigidly followed by all the States and Union Territories.

4.2.5. The Committee, therefore, recommends that the number of institutions to be set up in each State should be decided in accordance with its actual needs and requirements. For this purpose, the extent and magnitude of the problem should be scientifically assessed before starting new institutions or re-organising the existing one in a particular area.

#### 4.3. Classifications:

4.3.1 A scientific classification of inmates on the basis of their personality traits and welfare needs is a prerequisite for successful institutionalisation. The institutional services should also be appropriately diversified to meet the needs of different

classes of inmates. Necessary provisions for effecting classification of inmates, are essential at the District-level Homes, where the inmates are first received. At the State-level, either specialised institutions for different types of inmates may be established or specialised facilities may be provided within the same institutions.

4.3.2. During its visits to various institutions and through the information that it received, the Committee found that there is hardly any system of classification of inmates or institutions in the States. The long-stay Homes cater generally to all types of cases and the classification institutions such as Rescue Homes, After-care Homes and Protective Homes has not clearly been maintained any where. Even a clear-cut distinction between short-stay Homes and long-stay Homes is not being maintained in majority of the States. Lack of proper classification of both the institutional facilities and inmates has been found to be one of the main causes of the retardation in the programme.

4.3.3. During its visits to certain After-care Homes, the Committee observed that these institutions which were originally meant for those released from correctional and non-correctional institutions and needed after-care facilities, are accepting all types of direct admissions irrespective of their nomenclature. The main reason for After-care Homes functioning as care institutions has been reported to be that the after-care institutions have been set up without stabilising the care institutions and as such clear-cut distinction and co-ordination between the two types of institutions could not be maintained.

4.3.4. The Committee recommends:—

- (a) The inmates population of Homes should be classified into following groups:—
  - (i) Mentally retarded cases;
  - (ii) cases under the S.I.T. Act;
  - (iii) unmarried mothers and their children; and
  - (iv) other cases of women and girls facing moral and social danger.
- (b) Broadly, the institutions should function at two levels as under:—
  - (i) District-level: the District-level Homes should function as reception, observation and classification centres, providing transitory facilities to inmates before they are scientifically classified

into various groups and are sent to the long-term institutions.

- (ii) State-level: there should be separate institutions for different groups of inmates, with specialised facilities for their institutionalisation and rehabilitation.
- (c) Where separate institutions at the State-level cannot be had in the beginning, the inmates should be properly segregated in different wings special facilities for each group. In the District-level Homes also, inmates should be appropriately segregated for diagnostic and observation purposes.
- (d) Adequate machinery for effecting classification should be provided in each District-level Home and atleast one trained social worker be appointed to do this work.
- (e) The Courts should carefully scrutinise cases received under the S.I.T. Act to ensure that very hardened cases are not sent to these institutions and are dealt with in suitable custodial institutions.
- (f) After-care institutions should be separately set up only when the care institutions have been properly stabilised and developed. Till then, separate after-care wings be attached to the State-level Homes which may provide facilities to the cases needing after-care. Those requiring hostel facilities may be provided accommodation either in the institutions or preferably in separate buildings such as Working Girls Hostels.
- (g) The existing after-care Homes should be scientifically studied by the State Governments and re-organised, if necessary, with a view to provide better after-care services of accommodation, work opportunities and counselling and guidance to the inmates. Wherever these Homes are not functioning strictly for the after-care purposes, they may be converted into State-level Homes.

#### **4.4. Capacity of the Institutions:**

4.4.1. Generally, the sanctioned capacity of the State-level Home is for 100 inmates while that of a District-level Home is 25. But the Committee has noticed that though the total

admissions in these institutions over a year have been appreciable, the average daily strength of these Homes has been lower than the sanctioned capacity in most of the cases. This is evident from the fact that during 1966-67, the average daily strength of 43 District-level Homes that responded to the questionnaire circulated by the Committee, was 721 against the sanctioned capacity of 1325. The average daily strength per institution comes to about 17 only. Likewise, the average strength of 32 State-level Homes was 1650 against the sanctioned capacity of 2696, which comes to about 52 inmates per institution. However, the total admissions in the short-stay Homes were 3283 and in the long-stay Homes 1779, during the year, which indicates the extensive use of the facilities.

4.4.2. During its institutional visits, the Committee has come across certain District-level Homes which have a very low intake and it was reported to have been constantly so. In the meetings with social workers and administrators, the Committee gathered that lack of public awareness and consciousness about these programmes is the main cause of this low intake. Co-ordination between voluntary social workers and the institutions is generally weak and in absence of suitable referral agencies in the community, deserving cases are unable to reach the institution in time.

4.4.3. The Committee recommends that as the low intake in the institutions is due to the lack of public awareness regarding the problems of social and moral hygiene and the various programmes initiated to tackle them, necessary steps to educate the public and to create consciousness should be taken by the Government to ensure that the institutional facilities are fully utilised by those facing moral and social danger.

#### **4.5. Management of the Institutions:**

4.5.1. Most of the States have framed their rules and manuals for the management of the institutions on the basis of the Manual for the Working of State Homes and District Shelters as circulated by the Central Social Welfare Board. These rules or manuals contain provisions for the composition, powers and responsibilities of the Managing Committee, procedures governing the management of the institutions, rules of admission and discharge of inmates, duties and responsibilities of Superintendents, nature of institutional treatment and follow-up etc.

4.5.2. The original scheme as approved by the Government of India envisaged the setting up of Managing Committees of officials and non-officials for each Home or Shelter by respective State Governments in consultation with Central Social Welfare Board. In a subsequent circular the Ministry of Home Affairs detailed out the composition, powers and responsibilities of Managing Committees. Accordingly, the number of members of a Managing Committee for the State-level Home ranges from 9 to 11 and that of District Shelter/Reception Centre, from 5 to 7. The number of official members is about one third of total number. The Chairman is generally a non-official woman. The Superintendent of State Homes and Assistant Superintendents incharge of District Shelter/Reception Centres are appointed as ex-officio Secretaries of Managing Committees. An official member of each Managing Committee functions as a treasurer. In case of an institution set up by a voluntary agency or organisation, upto one half of the members of the Managing Committee are from that agency or organisation. The other half consists of such official and non-official members as are agreed to, on mutual consultation between the State Government and Central Social Welfare Board.

4.5.3. The Managing Committees are given considerable latitude in matters relating to the reception, classification, treatment, training, discharge and employment of the inmates so as to make the institutional programme flexible and adjustable to institutional requirements. The presence of official members and appointment of one of them as treasurer provides effective check on expenditure and utilisation of funds. The Managing Committees tend to ensure proper accounts of Homes and Shelters in the forms prescribed by the State/Union Territory Governments. The States and Union Territories are required to invest the Managing Committees with suitable and carefully defined administrative and financial powers to carry on their day-to-day work smoothly. Appointments to various posts in the institutions are made by respective State/Union Territory Governments and they consult the Managing Committees, if and when necessary.

4.5.4. Lack of proper co-ordination between the Managing Committees and the State Governments and the duality of administrative control over the institutions, sometimes, hampers the working of the scheme. Whereas the Managing Committees have asked for more and more administrative and financial powers in the management of day-to-day affairs of the institutions, the State Governments like to retain the financial powers

so long as the institutions are Government institutions and the staff are Government employees. However, during their meetings with the Committee, the representatives of both the State Governments and the Managing Committees agreed that a close co-ordination between the official and non-officials is essential for the success of the programme. It was pointed out at several places that persons with political influence are often asked to serve on the Committees, ignoring those who are directly engaged in the field.

#### 4.5.5. The Committee recommends:—

- (a) The existing composition pattern of the Managing Committees, of District-level and State-level Homes should be adhered to. The non-official members nominated on the Committees should have adequate standing and experience in the field and be drawn from voluntary organisations, schools of social work and other important sections in the society. The Chairman of the Committee should be a non-official lady social worker having sufficient experience in the field of moral and social hygiene.
- (b) The Managing Committees should be given adequate administrative and financial powers in the management of the institutions but at the same time, it should be ensured by the State Governments that the financial and administrative rules are properly observed in the interest of welfare of the inmates.

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#### 4.6. Admission Policy:

4.6.1. The management rules framed by various State Government lay down the eligibility for admissions in the various institutions. The Managing Committees have been given considerable latitude in matters relating to admission and discharge of inmates. In several States the Managing Committees have appointed sub-committees to look after the admission of inmates. The cases received through Court or Police under the S.I.T. Act, are admitted by the Superintendent herself.

4.6.2. Because of the overlapping of functions of the District-level and State-level Homes, all types of voluntary cases, rescue cases, S.I.T. cases and after-care cases are being invariably admitted without making any distinction. Even the mentally deficient and handicapped women needing very specialised care are being admitted to both types of institutions, as is evident from the fact

that during the year 1966-67, out of the total number of 4451 cases, 76 were mentally and physically handicapped.

4.6.3. The Committee observed that in certain places, due to the rigid admission policy, the Superintendent finds herself unable to admit cases needing immediate care and protection. The State-level Homes often refuse to accept direct admissions even though there is no District Shelter nearby. Such a System deprives many of the deserving cases from receiving timely help and assistance.

4.6.4. The Committee, therefore recommends:—

- (a) The admission policy for the institutions should be fairly flexible and the doors of these institutions should be open to any woman who is in need of help at any hour of the day and night.
- (b) The State-level Homes should have annexes for direct admissions also so as to ensure that a timely help is available to any deserving case of the locality. Such a case will later on be transferred to nearby District Shelter for observation, diagnosis and classification.
- (c) The Superintendent should be delegated enough powers by the Managing Committee to provisionally admit any woman seeking admission to the Home under her charge. All such provisionally admitted cases should be placed before the Managing Committee within a fortnight, for its approval. The Committee should provide necessary guidance to the Superintendent in this regard.

#### 4.7. Length of Stay:

4.7.1. The original scheme envisaged that the length of stay at the District-level institutions will not normally exceed 3 months and may be as short as a few days. The Homes for rescued women were set up for those requiring a fairly long period of social and environmental adjustment and the After-care Homes were designed for the stay of those discharged from the correctional and non-correctional institutions only, till such time as may be needed to enable them to become self-reliant. According to the management rules in most of the States, the maximum period of stay in the District-level institutions is normally 3 months and in the State-level Homes upto 3 years. The statutory cases coming through the Court are no doubt regulated under the Court orders. The Committee's study of the

institutions has, however, revealed that in practice these rules are not being properly adhered to, as will be seen from the following table:—

TABLE No. III  
*Length of stay in Institutions*  
 Short Stay Institutions—43  
 Long Stay Institutions—32

Length of stay in the Institutions	Short Stay Institutions	Long Stay Institutions
	Total number	Total number
1	2	3
Below 1 month . . . . .	2011	649
From 1 month to below 3 months . . . . .	442	150
From 3 months to below 6 months . . . . .	223	152
From 6 months to below 1 year . . . . .	209	174
From 1 year to below 2 years . . . . .	117	179
From 2 years to below 5 years . . . . .	32	113
From 5 years and above . . . . .	95	33
TOTAL	3109	1450

It is clear from the above table that though a large majority of cases, *i.e.*, 2011 out of 3109 in the Short-stay institutions, stayed there for less than 1 month, 95 of the total number, have stayed there for 5 years and above. This shows that the District Shelters/Reception Centres which were originally set up for sort-stay transitory period, are also being used for the long-stay purpose. Among the rest 442 cases stayed for 1 month to 3 months, 223 for 3 months to 6 months, 209 for 6 months to 1 year, 117 for 1 year to 2 years and 32 for 2 years to 5 years. In the long-stay institutions, out of the total number of 1450 cases, 649 stayed for less than 1 month, 179 for 1 year to 2 years, 174 for 6 months to 1 year, 152 for 3 months to 6 months, 150 for 1 month to 3 months, 113 for 2 years to 5 years and 33 for 5 years and above. A comparison of the figures of stay in the two types of institutions shows that there is not much difference in the manner in which these institutions are being used.



4.7.2. This situation exists largely because of the fact that over a period of 10 years since the scheme was initially launched, the District-level and State-level Homes have lost their original character as distinct from each other and at present most of them are being utilised for each other's purposes. While observing this phenomenon, the Committee made note of the fact that the District-level Homes did not possess the specialised institutional facilities of the long-stay Homes for which they are so used in as much as 676 cases. Undue long-stay of inmates in the District-level Homes having no regular educational and training programmes is not conducive to the successful rehabilitation of inmates. On the other hand, it is highly detrimental to their individual growth.

4.7.3. The Committee, therefore, recommends:—

- (a) The maximum length of stay of inmates should not exceed 6 months in the District-level Homes and only in very exceptional cases awaiting trial or requiring medical care, the period of stay may be extended upto one year with the approval of the Managing Committee. All those needing more than 6 months of institutional care, should be transferred to State-level Homes.
- (b) At the District-level Homes, each case should be periodically reviewed by the Managing Committee on a quarterly basis and efforts be made to find alternate arrangements as required.
- (c) The maximum period of stay of inmates in State-level Homes except those meant for mentally deficient cases, should be 3 years and no case below 6 months should be kept in these Homes.
- (d) At the State-level Homes, each case should be reviewed by the Managing Committee every 6 months and all possible avenues for rehabilitating the inmates in the Community, be searched out. Those needing after-care facilities should be treated differently in the after-care wing of the Home. Wherever outside after-care facilities such as Working Girls Hostels, are available the same may be availed of.
- (e) The State-level Homes for mentally deficient cases may provide indefinite institutional facilities to the inmates as in most of the cases recovery is not possible and the State has to ensure permanent security for them.

## CHAPTER V

### BACKGROUND INFORMATION ON INMATES

#### 5.1. Types of Inmates:

5.1.1. The inmate population of the institutions studied by the Committee was categorised into various groups *i.e.*, destitute and homeless; cases of family maladjustment, marital conflict and desertion; victims of kidnapping, eloping and abduction; illegitimate mothers; mentally and physically handicapped women and girls; cases under the Suppression of Immoral Traffic in Women and Girls Act, 1956 and others. The following table gives the exact number of inmates belonging to the various types:

TABLE NO. IV  
*Types of Inmates during 1966-67*  
Short Stay Institutions—43  
Long Stay Institutions—32

Types of Inmates	Short Stay Institutions		Long Stay Institutions	
	Number of inmates admitted	Percentage of total number admitted	Number of inmates admitted	Percentage of total number admitted
1	2	3	4	5
Destitute and Homeless	451	13.74	323	18.16
Case of family mal-adjustment, material conflict and desertion	718	21.87	491	27.60
Victims of kidnapping, eloping, and abduction	232	7.07	292	16.41
Illegitimate mothers	167	5.09	66	3.71
Mentally and physically handicapped	40	1.22	56	3.15
Cases under S.I.T. Act	1491	45.41	371	20.85
Others	184	5.60	180	10.12
<b>TOTAL</b>	<b>3283</b>	<b>100.00</b>	<b>1779</b>	<b>100.00</b>

Of the total number of 3283 cases admitted in the short-stay institutions during the year 1966-67, 1491 were the cases rescued under the S.I.T. Act, 718 were those who came to the institutions because of family maladjustment, marital conflict and desertion, 451 were destitute and homeless, 232 were victims of kidnapping, eloping and abduction, 167 were illegitimate mothers, 40 were mentally and physically handicapped and the remaining 184 belonged to others. Likewise, out of the 1779 cases admitted in the long-stay institutions during the year, the largest number of 491 belonged to the category of family maladjustment, marital conflict and desertion, 371 were cases under the S.I.T. Act, 323 were destitute and homeless, 292 were victims of kidnapping, eloping and abduction, 66 were illegitimate mothers, 56 were physically and mentally handicapped and the rest belonged to others.

## 5.2. Age:

5.2.1. The personal characteristics of inmates in terms of their age, religion, education, economic background and marital status were studied. The table below gives the age-wise distribution of inmates in the various short-stay and long-stay institutions that have responded to the questionnaire:—

TABLE NO. V  
*Analysis of Admission by age*  
Short Stay Institutions—43  
Long Stay Institutions—32

Age	Short Stay Institutions		Long Stay Institutions	
	Number of inmates admitted	Percentage of total number admitted	Number of inmates admitted	Percentage of total number admitted
1	2	3	4	5
Below 16 years . . . . .	526	16.02	248	13.94
16 years to below 21 years . . . . .	1434	13.67	726	40.81
21 years to below 30 years . . . . .	1001	30.49	670	37.66
30 years to below 40 years . . . . .	270	8.24	114	6.41
40 years and above . . . . .	52	1.58	21	1.18
TOTAL . . . . .	3283	100.00	1779	100.00

It will be observed from the above table that the highest number of inmates in the short-stay institutions, *i.e.*, 1434 or 43.67 per cent of the total admissions during the year, belonged to the age group of 16 to 21 years. This was followed by 1001 or 30.49% of the total cases in the age group of 21 to 30 years, 526 or 16.02% below 16 years, 270 or 8.24% between 30 years to 40 years and the remaining 52 or 1.58%, 40 years and above. In the long-stay institutions again the highest number of inmates *i.e.*, 726 or 40.81% fell in the age group of 16 to 21 years, followed by 670 or 37.66% in the age group of 21 to 30 years, 248 or 13.94% below 16 years, 114 or 6.41% between 30 to 40 years and the rest 21 or 1.18% were 40 years and above.

### 5.3. Religious Background:

5.3.1. The religious background of the inmates admitted to institutions during the year is indicated in the following table:—

TABLE NO. VI

*Analysis of Admission by Religion*

Short Stay Institutions—43

Long Stay Institutions—32

Religion	Short Stay Institutions		Long Stay Institutions						
	Number of inmates admitted	Percentage of total number admitted	Number of inmates admitted	Percentage of total number admitted					
	1	2	3	4	5				
Hindu	.	.	.	.	.	2636	80.29	1495	84.04
Muslim	.	.	.	.	.	340	10.36	181	10.17
Christian	.	.	.	.	.	276	8.41	62	3.49
Others	.	.	.	.	.	31	0.94	41	2.30
TOTAL	.	.	.	.	.	3283	100.00	1779	100.00

#### 5.4. Marital Status:

5.4.1. The table below represents the marital status of inmates in the short-stay and long-stay institutions under study:

TABLE NO. VII

*Analysis of admission by Marital Status*

Short Stay Institutions—43

Long Stay Institutions—32

Marital Status	Short Stay Institutions		Long Stay Institutions	
	Number of inmates admitted	Percentage of total number admitted	Number of inmates admitted	Percentage of total number admitted
1	2	3	4	5
Married . . . . .	1522	46.36	881	49.52
Unmarried . . . . .	1401	42.67	710	39.91
Widows or divorced . . . . .	360	10.97	188	10.57
TOTAL . . . . .	3283	100.00	1779	100.00

The above table shows that the largest number of cases, both in the short-stay as well as long-stay institutions, were married when admitted. In the short-stay institutions, 1522 or 46.36% of the total admissions had attained marital status at the time of admission, 1401 or 42.67% were unmarried and the rest, i.e., 360 or 10.97% were divorced or widowed. Similarly in the long-stay institutions, 881 or 49.52% were married, 710 or 39.91% were unmarried and the rest, 188 or 10.57% widowed or divorced.

### 5.5. Education:

5.5.1. The following table indicates the educational standard of cases admitted to the institutions during the year:—

TABLE No. VIII  
*Analysis of Admission by Education*  
Short Stay Institutions—43  
Long Stay Institutions—32

Education	Short Stay Institutions		Long Stay Institutions	
	Number of inmates admitted	Percentage of total number admitted	Number of inmates admitted	Percentage of total number admitted
1	2	3	4	5
Illiterate . . . . .	2133	64.97	881	49.52
Below Primary standard . . . . .	516	15.72	460	25.86
Passed Primary standard . . . . .	333	10.14	290	16.30
Passed Secondary standard . . . . .	214	6.52	102	5.73
Post-secondary standard . . . . .	87	2.65	46	2.59
TOTAL . . . . .	3283	100.00	1779	100.0

It will be seen from the above that the majority of cases in the institutions were illiterate at the time of their admission. In the short-stay institutions, 2133 or 64.97% of the total admissions during the year, were illiterate. This was followed by 516 or 15.72% who had some education below primary standard. Among the rest, 333 or 10.14% of the total cases had passed primary standard, 214 or 6.52% had passed secondary standard and 87 or 2.65% had attained post-secondary standard. In the long-stay institutions also the highest number *i.e.*, 881 or 49.52% of the total cases admitted during 1966-67, were illiterate, 460 or 25.86% had education below primary standard, 290 or 16.30% had passed primary standard, 102 or 5.73% had passed secondary standard and 46 or 2.59% had attained post-secondary standard.

### 5.6. Economic Status:

5.6.1. The economic background of the cases admitted in the institutions studied through questionnaire is reflected in the following table:—

TABLE No. IX  
*Analysis of Admission by Economic Status*

Short Stay Institutions—43

Long Stay Institutions—32

Economic Status	Short Stay Institutions		Long Stay Institutions	
	Number of inmates admitted	Percent-age of total number admitted	Number of inmates admitted	Percent-age of total number admitted
1	2	3	4	5
Below Rs. 150 . . . . .	2342	71.34	1544	86.79
From Rs. 150 to Rs. 500 . . . . .	663	20.19	224	12.59
Above Rs. 500 . . . . .	278	8.47	11	0.62
TOTAL . . . . .	3283	100.00	1779	100.00

As is clear from the above, a large majority of cases came from families having an income of below Rs. 150 per month. 2342 or 71.34% of the total admission in the short-stay institutions and 1544 or 86.79% of the total admission in the long-stay institutions, belonged to this category. 20.19% in the short-stay and 12.59% in the long-stay institutions had income from Rs. 150 to 500 per month. The remaining had an income above Rs. 500 per month.

## **CHAPTER VI**

### **INSTITUTIONAL SERVICES**

#### **A. Governmental Institutions:**

6.1. The Committee visited 58 institutions of different types in the States besides collecting detailed information on various aspects of institutional services through the questionnaire. The main focus of the study was to evaluate the quality of institutional services in relation to the individual needs and requirements of inmates. Various components of the institutional treatment such as educational activities, vocational training, case work and psychological services, medical care, recreational and socio-cultural programmes, care of children accompanying their mothers, follow-up, etc., were examined.

6.2. As has already been brought out, individualisation of institutional treatment is possible only when the inmates are scientifically classified on the basis of their personality traits and welfare needs. At present, it was noticed, different types of inmates are sent to the same institution without proper segregation. It is strongly felt that unless a clear-cut policy of classification of inmates and specialisation of institutional treatment is evolved, the programme will not be able to achieve the desired results.

#### **6.3. Building facilities:**

6.3.1. While launching the scheme, provision for the construction of buildings for the institutions was not made by the Government and only some amount for additions or alterations in the buildings hired for the purpose was provided. As a result of this, most of the institutions are housed in rented buildings having unsatisfactory structure and accommodation. The



table below shows whether the buildings-used for the purpose were owned or rented:—

TABLE NO. X  
*Building—whether owned or rented*  
 Short Stay Institutions—43  
 Long Stay Institutions—32

States	Short Stay Institutions		Long Stay Institutions	
	Owned	Rented	Owned	Rented
Andhra Pradesh . . . . .	—	—	1	2
Assam . . . . .	—	—	3	—
Bihar . . . . .	—	1	—	2
Gujarat . . . . .	—	5	1	1
Jammu & Kashmir . . . . .	—	—	1	1
Kerala . . . . .	—	11	—	2
Mysore . . . . .	—	7	2	1
Madhya Pradesh . . . . .	—	2	1	1
Maharashtra . . . . .	4	1	1	1
Rajasthan . . . . .	4	1	2	—
Uttar Pradesh . . . . .	—	6	—	5
Madras . . . . .	—	1	1	2
Delhi . . . . .	—	—	—	1

6.3.2. The inmates admitted to the institutions pose a wide range of complex problems which need a variety of treatment facilities. The institutions must have effective educational and vocational training programmes without which no successful rehabilitation can be expected. Taking into account the morbid backgrounds from which the inmates come, proper recreation, avenues for outdoor life and healthy social experiences are essential components of the institutional work. The Committee, however, found that these programmes are generally instituted in most unsuitable buildings and inspite of the best efforts on the part of the trained Superintendents, worthwhile results are not being achieved.

6.3.3. The following table details the building facilities available in the existing institutions for various programmes:—

TABLE No. XI

*Details of Accommodation*

Short Stay Institutions—43

Long Stay Institutions—32

Specification	Short Stay Institutions	Long Stay Institutions
1. Office . . . . .	36	29
2. Dormitories . . . . .	29	24
3. Education Class rooms . . . . .	23	24
4. Craft class rooms/workshops . . . . .	11	24
5. Store rooms . . . . .	24	28
6. Kitchen . . . . .	35	27
7. Dining rooms . . . . .	20	21
8. Sick rooms/Isolation rooms . . . . .	15	21
9. Nursery or Creche . . . . .	6	6
10. Visitors rooms . . . . .	10	13
11. Play grounds . . . . .	18	19
12. Gardens . . . . .	20	24
13. Staff Quarters . . . . .	28	23
14. Any other . . . . .	13	11

The above table shows that not a single institution which has responded to the questionnaire has all the essential features of a good building required for the institutional programme. Barring dormitories or kitchen and some sort of office corner, on the whole, the institutions present a pitiable picture of lack of essential building facilities for educational programmes, vocational training, sick room, isolation room, nurseries or creches for children, play grounds, etc. The Committee observed that in most of the institutions, it visited, the facilities for staff quarters were grossly inadequate. In some cases the Superintendents or Deputy/Assistant Superintendents share the same dormitories with the inmates as part of their residence.

This is one reason that married women with families are not forthcoming to serve in these institutions.

6.3.4. The Committee further observed that the majority of institutions were located in the congested part of the city, sometimes even in the market areas, without any covered compound or building wall. This greatly restricts the movement of the inmates even within the institution itself. besides its acquiring a stigma. In contrast, a few institutions in Patna, Jaipur and Baroda which were situated in the suburbs of the cities had ideal surroundings for institutional work. The building of the Baroda State-level Home was specially designed for the purpose and the blue print of the same is appended for guidance.

6.3.5. The Committee recommends:—

- (a) Suitable buildings with adequate provisions for living space for inmates, their classification, educational and training programmes, recreational and group work activities, play grounds, garden annexes for children, isolation wards and sick rooms, other institutional requirements as well as the quarters for the staff, should be constructed for the institutions set up under the programme.
- (b) The institutions should be located away from the crowded areas and in surroundings conducive to specialised institutional treatment. Typed designs may be evolved for every State, suitable for District-level and State-level Homes according to local climatic conditions and availability of building material.
- (c) The construction of buildings for these institutions should be included in the Fourth Five Year Plan as a developmental programme and necessary financial assistance provided to the State Governments to implement the same.
- (d) Wherever voluntary organisations are entrusted with the responsibility of providing institutional services, adequate provision should be made available to them, in the form of grants for the construction of buildings.

#### 6.4. Educational programme:

6.4.1. Though most of the institutions have reported some sort of facility for imparting formal education, the Committee during its visits observed that the educational programme, in general, is far from being satisfactory. Education as a means of personality reconstruction has a tremendous role to play in the successful working of the institutional programme. The following table gives the nature and type of the educational measures:—

TABLE NO. XII  
*Education programme in the Institutions*  
Short Stay Institutions—43  
Long Stay Institutions—32

Type of Courses	Short Stay Institutions	Long Stay Institutions
Higher Secondary . . . . .	1	3
Lower Secondary, S.S.L.C., Matric . . . . .	5	6
Middle Standard . . . . .	1	13
Primary Standard and below . . . . .	21	19

It would appear from the above that out of 26 short-stay institutions having educational facilities, 21 have reported facilities upto primary, standard, 3 have courses upto lower Secondary, S.S.L.C., and Matric, while the other two had courses upto middle standard and higher secondary, each. In the long-stay institutions, educational provision exist in 41 of them. 19 had educational courses upto primary standard, 13 upto middle standard, 6 upto lower secondary, S.S.L.C., Matric and the rest 3 provided education upto higher secondary.

6.4.2. The educational programmes in the District-level Homes providing short-stay facilities will naturally be different in contents and objectives as compared with those in the State-level institutions. But the above table does not reflect any notable difference in the nature of education being imparted in the two types of institutions. The study of the educational measures being undertaken at various institutions, has shown that the programme is not being geared on the basis of individual requirements of inmates and objectives of the institutions. Lack of adequately trained staff has been mentioned as the main difficulty in not being able to make much headway.

### 6.4.3. The Committee recommends:—

- (a) The educational programmes in both District-level as well as State-level Homes should be systematically organised on a regular basis as an integral part of the institutional treatment.
- (b) The purpose of educational instructions in the District-level Homes should be to keep the inmates purposefully busy as well as to develop among them a sense of social responsibility and right attitudes towards life. It is, therefore, suggested that part-time teachers for every 10 inmates and a full-time teacher-cum-craft instructor, preferably one who has knowledge of Home Science, for every 25 inmates, may be appointed in the District-level Homes. All such inmates whose stay is longer than three months should be encouraged to pass literacy certificate examination.
- (c) At the State-level Homes, educational and vocational training programmes should be closely co-ordinated and considered to be of vital importance in the re-socialisation of individual inmates. It is suggested that for every 25 inmates a full-time literacy-cum-craft instructor, preferably with knowledge of Home Science, and for every 50 inmates one education teacher and one craft instructor be appointed on regular basis. The inmates in State-level Homes should be encouraged to prepare themselves for various condensed courses of education as well as State-level Homes should be systematicall and training.
- (d) For all such inmates, whether in District-level or State-level Homes, who have special aptitude towards higher learning, stipends and scholarships should be instituted to help them to avail of suitable facilities. outside the institution.

## 6.5. Vocational Training:

6.5.1. Economic insecurity and lack of gainful employment being a major cause of social deviance, a well rounded integrated programme of vocational training in the institutions is of basic importance in the rehabilitation of inmates. The table

below shows various trades and crafts in which the training is being provided to the inmates:—

TABLE NO. XIII  
Vocational training in Institutions  
Short Stay Institutions—43  
Long Stay Institutions—32

Type of Courses	Short Stay Institutions	Long Stay Institutions
1. Midwifery . . . . .	—	4
2. Teachers training . . . . .	—	2
3. Nursing . . . . .	—	2
4. Weaving . . . . .	1	8
5. Knitting . . . . .	3	11
6. Embroidery . . . . .	4	14
7. Printing . . . . .	—	1
8. Glass work . . . . .	—	1
9. Tailoring . . . . .	16	26
10. Fancy article making . . . . .	3	5
11. Gram Sewaka training . . . . .	..	..
12. Ambar Charkha and Spinning . . . . .	5	5
13. Gardening . . . . .	1	1
TOTAL . . . . .	33	82

It can be seen that the majority of institutions have tailoring, embroidery and knitting as standard crafts. These crafts have a great domestic use but their employment value depends upon the existence of organised production units.

6.5.2. During its visits, the Committee noticed that in most of the institutions, particularly those at the District-level, idleness and lethargy were widely prevalent. The existing programmes of vocational training failed to inspire the inmates to prepare themselves for a better and promising occupation. Many of the vocations being taught in these institutions do not provide enough avenues for gainful employment, nor they give any better choice to suit individual aptitudes.

6.5.3. The original scheme envisaged the setting up of Production-cum-training Units in the After-care Homes. Due to lack of colordination among the various Departments involved

in the implementation of the scheme, inadequate, financial provision and complicated administrative procedures, the programme of production units could not develop on proper lines in the majority of Homes.

6.5.4. Even in the District-level Homes providing short-stay facilities, the provision for some simple trades and vocations which could easily be learnt and be of some economic value to the inmates, should be considered necessary. Card-board work, envelop-making, chalk-making, soap-making, etc., do not require much time to learn and still provide profitable pursuits and can easily be introduced in District-level Homes.

6.5.5. In a few institutions, the inmates engaged in vocational training programmes, are paid wages out of the profit gained from their products. Majority of institutions visited by the Committee, however, did not introduce a wage system, either because there was no regular demand for the produced goods in the market or because the quality of work is so inferior that it could not compete with outside products. In such institutions where the payment for the work done is made on piece rate basis, the Superintendent is not authorised to disburse the amount to the inmates, pending sanction from the Government and as such it often happens that the inmates entitled to payment, are released without it.

6.5.6. The Committee, therefore, recommends:—

- (a) The vocational training programme should constitute an integral part of the institutional treatment in both the District-level and the State-level Homes and should be systematically organised keeping in view the types of inmates, their socio-economic background and length of stay in institutions. In the short-stay Homes simple crafts which can be easily learnt in a short time, may be introduced so as to keep the inmates constructively engaged as well as to help them financially. In the State level Homes specialised crafts and vocations should be introduced on regular and systematic basis so as to prepare the inmates for gainful employment.
- (b) The vocational training programme should be appropriately diversified in keeping with the demands of the local market, aptitudes of the inmates and its rehabilitative value after their discharge. Before introducing the training program-

me, availability of raw material, technical know-how and easy marketing facilities should be carefully assessed.

- (c) The programme of Production Units should be streamlined by simplifying administrative procedures and working relationships between the concerned Departments. Adequate funds for setting up these units may be placed at the disposal of State Social Welfare Departments and the technical know-how and guidance may come from the Industries Department.
- (d) Wage system should be introduced in all institutions and the inmates be paid wages on a piece rate basis. The Superintendents may be delegated powers to grant wages for the work done by the inmates on *ad-hoc* basis.
- (e) For those inmates who have an aptitude and ability for a professional career like that of a teacher, a nurse or a stenographer, etc., the institution should provide stipends or scholarships to enable them to avail of the specialised training facilities outside the institutions. Such cases may be exempted from executing the prescribed bonds which are usually required from the stipendary candidates undertaking training.

## 6.6. Medical Care:

6.6.1. Generally services of part time doctors are made use of in looking after the medical care and treatment of inmates in the institutions. Out of 43 District-level institutions, 18 have provision of part-time doctors and 14 out of 32 State-level Homes have a similar arrangement. Two District-level Homes and 13 State-level Homes have appointed full time nurses or compounders on the staff and have their own dispensaries. The services of the general hospitals, outside the institutions are utilised for serious cases. The Committee during its visits to institutions was often told that it was very undesirable to send inmates of the institutions with all types of problems to visit local hospitals and dispensaries under escorts. Check-up of general diseases in women and children coming to these institutions is an important aspect of the medical care and all new entrants to be immediately examined by the doctor.



6.6.2. General cleanliness, nutritious food and hygiene living conditions are important ingredients of the physical well being of inmates. The Committee, however, noticed that little attention was being paid to these. In some institutions it was reported that part-time doctors were not available because of the low honorarium and where available they had little time to look after all aspects of nutrition and health care.

6.6.3. The Committee recommends—

- (a) In all the District-level House, part-time medical officers, preferably lady doctors, should be appointed to visit at least thrice in a week and arrangements made for medical check-up, on-the-spot treatment of minor ailments and timely referral of serious cases to specialised hospitals.
- (b) In all the State-level Homes, part-time medical officers should be appointed to visit the institutions daily and full-time nurses and compounders be appointed to assist them. Adequate arrangements should be made for on-the-spot medical check-up and treatment and only serious cases needing specialised care sent to outside hospitals.
- (c) All seriously sick and infectious cases should be immediately segregated and necessary provisions be made for the same.
- (d) The medical staff in the institutions should be fully responsible for preventive aspects of medical care of inmates. General cleanliness, hygienic living conditions and nutrition should be constantly ensured. In the short-stay Homes where full-time nurses and compounders are not appointed the Superintendents should be personally responsible for the same.
- (e) Adequate amount of honorarium be paid to the part-time doctors appointed in the institutions so as to attract experienced medical men.

## 6.7. Care of the Children of Inmates:

6.7.1. It is evident from Table No. II that 15 per cent of inmates in the short-stay Homes and 14 per cent in the long stay Homes are children below 16 years of age. The Committee has observed that not much attention has been paid towards the healthy care and up-bringing of children of inmates

in these institutions. The management rules in most of the States provide for admission of boys being 7 years of age and young girls alongwith their mothers. In some of the Homes efforts are made to keep the children purposefully busy but no special care is devoted to their physical growth, nutritional needs and recreational requirements etc., and thus these children remain fringe beneficiaries of the institutions for women.

6.7.2. The Committee, therefore, recommends:—

- (a) Adequate provisions for the care, education and upbringing of children of the inmates should be made in all the District-level and State-level Homes as an integral part of the institutional services.
- (b) In the District-level Homes, special facilities should be provided for the children of inmates for their additional nutritional needs, immunisation against disease, medical care, etc.
- (c) In the State-level Homes, special children wards be annexed to the main institutions with facilities for proper supervision under trained staff of their total requirements of health, sanitation, nutrition, recreation, education, etc.
- (d) To enable boys over 7 years to stay with their mothers, the children wing of the State-level institutions should be recognised as Children Homes or Fit Persons Institutions under the Children Acts provided outside cases are not admitted and the delinquent categories are sent to the specialised institutions. The expenditure on such recognised wings could be met from the funds available for the implementation of the Children Acts.

## 6.8. Case Work and Psychological Services:

6.8.1. The inmates in the institutions come with a wide range of behaviour patterns and adjustment problems. Many of them pass through series of distressing experiences and situations. The processes of institutionalisation and individualisation, therefore, have to go together. The importance of individualised services such as case work and psychological psychiatric assistance can hardly be over emphasised, in this context.

6.8.2. In replies to the questionnaires, most of the institutions have stated that case work services were rendered by the Superintendents or Deputy/Assistant Superintendents of the institutions. Andhra Pradesh, Uttar Pradesh and Delhi have appointed full-time case workers/investigators to look after the individual problems of the inmates. In Bihar, Probation Services have closely been co-ordinated with the institutional programme and the Resident Probation Officers help inmates to solve their individual problems and to bring out better adjustment with their environments.

6.8.3. As far as the provision for psychological and psychiatric assistance is concerned only the State of Madras has a regular service introduced in their institutions. Andhra Pradesh, Gujarat and Delhi avail of the services of the psychologists and psychiatrists from the local hospitals and clinics. The above information shows that the majority of States have not succeeded in making adequate provisions for solving the individual and adjustment problems of inmates in their institutions through specialised services. Only five out of the 43 short-stay institutions and 9 out of 32 long-stay institutions have appointed case workers or investigators on their staff and only one long-stay institution has a psychologist appointed for this purpose. The Superintendents or Deputy/Assistant Superintendents with their multifarious administrative responsibilities do not have sufficient time to discharge the services on their own, even though they may be fully qualified or competent for the same.

6.8.4. The Committee, therefore, recommends:—

- (a) Every institution should have adequate provisions for case work and supportive psychological/psychiatric services for individualising the treatment of different types of inmates as well as to enable them to bring better inter-personal relationship with the staff in the institutions as well as their families.
- (b) One case worker in every District-level Home and one case worker for every 25 inmates in the State-level Homes should be appointed on full-time basis to render individualised services to the inmates. These case workers will be helpful at various stages of institutionalisation, i.e., classification of inmates, formulation of the treatment plan for each inmate and securing appropriate rehabilitation and re-adjustment of the inmates in the community.

## 6.9. Recreational and Socio-cultural activities:

6.9.1. Though all the institutions responding to the questionnaires have reported that recreational programmes and cultural activities such as indoor games, picnics, sight-seeing, bhajans, kirtans, film shows, music and dancing, etc., are organised, the Committee during its visits and discussions observed that the importance of such activities as a means of education and personality development was not realised fully by the heads of the institutions. Physical exercise so essential for healthy development of body and mind is not being systematically conducted. Well organised recreation as a systematic group work programme has not been developed in most of the institutions. Lack of suitable play grounds is a big handicap in organising outdoor games and sports.

### 6.9.2. The Committee recommends:—

- (a) Organised recreational and healthy social and cultural programmes should form an important part of the institutional treatment and necessary equipment be provided for the same.
- (b) Inter-institutions sports, cultural and social activities and contests should be organised for the inmates and necessary incentives provided to them to participate.
- (c) Artistic talents and hobbies among the inmates should be appropriately encouraged so as to provide them with the opportunities of fuller self-expression and development.

## 6.10. Follow-up Services:

6.10.1. The process of rehabilitation starts from the very day the inmate is admitted in the institution and completes only when she gets her place back in the society as a normal self-respecting and self-dependent individual. To ensure that she is successfully readjusted in the community, she needs to be systematically followed-up. The enquiries made by the Committee have revealed that no proper machinery for the follow-up of cases discharged from these institutions exists any where in the country. Once they rejoin in the society no contact is maintained with them. The only data made available to the

Committee was with regard to the modes of disposal of inmates from the institutions which has been tabulated below:—

TABLE NO. XIV  
*Modes of disposal of the Inmates*  
 Short Stay Institutions—43  
 Long Stay Institutions—32

Mode of disposal	Short Stay Institutions	Long Stay Institutions
	Number disposed of	Number disposed of
1. Reconciled to family or relatives . . . . .	1013	477
2. Found employment . . . . .	84	128
3. Married . . . . .	18	57
4. Sent for professional training . . . . .	23	88
5. Transferred to other institutions . . . . .	277	88
6. Absconded . . . . .	78	93
7. Released under the S.I.T. Act. . . . .	1389	319
8. Died . . . . .	13	4
9. Others . . . . .	214	196
TOTAL	3109	1450

The above table shows that out of a total number of 3,109 cases disposed of from the short-stay institutions, the largest number of 1,389 were released under the S.I.T., Act, 1013 were reconciled to their families or relatives, 277 were transferred to other institutions, 84 found employment, 78 absconded, 23 were sent for professional training, 18 got married, 13 died and in the remaining 214 the mode of disposal has not been indicated. In the long-stay institutions out of 1,450, 477 were reconciled to their families or relatives, 319 were released under the S.I.T. Act, 128 found employment, 93 absconded, 88 were sent for professional training, 88 were transferred to other institutions, 57 got married, 4 died and in 196 cases mode of disposal were not indicated.

6.10.2. The largest number of cases were released under the S.I.T. Act, after the period of other institutionalisation as under the Court orders. Without proper follow-up it is difficult to know that all of them could safely rejoin their communities as respectable individuals. Even those who were reconciled to

their families and relatives, needed to be watched for some time. Those who were married or found employment virtually entered a new career and as such required at least psychological support and guidance.

6.10.3. In addition to the above information the Committee was apprised of the follow-up services existing in the States through the opinion questionnaire. Most of the States have replied that contacts were maintained with some inmates discharged from their institutions through correspondence and visits of ex-inmates to the institutions. Some States like Gujarat, Mysore and Uttar Pradesh avail of the services of voluntary social workers and non-official organisations. The Committee was of the opinion that no State, has, however, been able to evolve a satisfactory pattern of follow-up services for the inmates released from the institutions.

6.10.4. The Committee, therefore, recommends:—

- (a) Follow-up of inmates after their disposal till such time the ex-inmate is re-adjusted in the community as a respectable citizen, should be considered as an essential ingredient of the programme and necessary provisions be made for the same.
- (b) The services of Probation Officers, District Social welfare Officers should be utilised for the follow-up of inmates released from the institutions. Where such officers do not exist they should be appointed to do this work alongwith their other responsibilities.
- (c) As far as possible lady officers and women social workers should be called upon to render follow-up services to the inmates released from these institutions.
- (d) The services of non-official women's organisations should be utilised wherever feasible for the follow-up work.

#### **6.11. Institutions for the dependents of Prostitutes:**

6.11.1. With the implementation of the S.I.T. Act, 1956, the problem of the dependents of prostitutes has acquired a serious dimension. Though institutional facilities are available to all those rescued from vice, adequate provisions for the care and protection for their dependents have not been made. These children carry with them the stigma of having belonged to fallen women and their adjustment with normal children often becomes difficult. With the imposition of curbs on their

profession, the prostitutes are often unable to economically support their children or old dependents. From the correctional view point also these children need to be segregated and brought up in a healthy social environment. The institutions under the Children Acts are so limited that the children of prostitutes cannot avail of this facility to very considerable extent.

6.11.2. The Committee recommends:

- (a) Special schools with hostel facilities should be set up for the children of prostitutes so that they could be removed from a social environment and brought up as normal children.
- (b) Voluntary organisations should be encouraged and assisted by the Government to run nurseries and kindergarten schools for these children of prostitutes who cannot be segregated from their mothers.
- (c) The old dependents of prostitutes should be provided adequate care and protection by the Government either by way of institutional facilities or through social security measures.

**B—Non-governmental Institutions:**

6.12. Twelve voluntary institutions working in the field of moral and social hygiene responded to the questionnaire. Of these 5 belonged to Gujarat, 2 each to Madras, Mysore and Kerala and 1 to Delhi. These multipurpose homes cater mostly to the needs of destitute and homeless, cases of family maladjustment, marital conflict and desertion, victims of kidnapping, eloping and abduction, illegitimate mothers, mentally and physically handicapped women and girls, cases under S.I.T. Act and others. Some of them have been declared as Protective Homes under the S.I.T. Act and provide rehabilitative services to rescued women and girls. Besides these, the Committee visited certain voluntary institutions in Bombay, Madras, Ahmedabad and Calcutta where they found the atmosphere congenial and the standard of institutional treatment good. In these places the members noticed that the professional and voluntary social workers functioned as a co-ordinated team.

6.13. The primary purpose of the present survey was to study the moral and social hygiene programmes that have developed since 1957, when the scheme was launched and to evaluate their efficacy in relation to the needs and requirements in the field. As such only those voluntary institutions which received financial assistance from the Government for this purpose have been covered.

6.14. It is not proper to generalise or to draw conclusions on the basis of these few voluntary institutions as mentioned above. Certain trends emerging from the same are, however, worth mentioning. The Committee noticed a vast disparity in the quality of services rendered by these institutions. Whereas some of these institutions are functioning very efficiently others presented a depressing picture of over-crowding and mismanagement. This lack of standardisation of services in these Homes was mainly due to the fact that not many of them had competent, progressive and devoted voluntary workers on their Committees.

6.15. Classification of inmates on scientific basis was lacking in most of these Homes and consequently these different types of inmates, irrespective of their personality traits and welfare needs, were institutionalised together. Under the circumstances individualised care of the inmates was not possible. Lack of adequate technical staff and suitable buildings were some of the factors in the way of proper classification of inmates.

6.16. Because of the complexities of problems in the field of social and moral hygiene the role of voluntary organisations needs to be very clearly defined. On one hand the voluntary agencies having deep roots in the community have definite advantage over the governmental agencies as far as the participation and co-operation of the people in the success of the programmes is concerned, on the other due to lack of proper supervision over the financial and administrative matters they have been known to misuse the powers and authority vested in them. There is no doubt that where the voluntary institutions are well supervised, selfless and devoted workers are forthcoming, their success in the education, treatment and rehabilitation of the unfortunate women has been remarkable. The voluntary organisations are in a better position to harness community resources and with a closer co-ordination with the governmental agencies, they can serve a very useful role in the field.

6.17. All voluntary institutions other than those licensed under S.I.T. Act, 1956 should be brought either under the Women's and Children's Institutions (Licensing) Act, 1956 or the Orphanages and other Charitable Homes (Supervision and Control) Act, 1960. The 1960 Act is a later measure and if this Act is enforced by any State, the 1956 Act stands repealed. However, precise information as to how many States have brought into force the 1960 Act was not available to the Committee. Both the Acts are meant for the supervision and control of



Homes for women and children run by private and voluntary registered bodies. The institutions under the Children Acts are no doubt excluded.

6.18. The Committee during its discussions and meetings with workers and administrators engaged in social and moral hygiene work, gathered that the legislation for the licensing of voluntary women's Homes is not being effectively enforced in all the areas.

6.19. The Committee recommends:—

- (a) The Government should take suitable measures to encourage voluntary sector to function actively in the field of social and moral hygiene. Well established organisations should be adequately assisted to take up institutional programmes. The involvement of these organisations in this work will not only strengthen the required public cooperation but would also provide an informal and friendly atmosphere necessary for the rehabilitation of the inmates. Care should, however, be taken to ensure that only such voluntary organisations which have requisite standing, resources and competence are selected for the purpose.
- (b) Voluntary organisations, taking up institutional programmes in the field, should be given grants-in-aid so as to ensure minimum standard of services and technical staff; in addition the Government should take the responsibility of providing technical guidance.
- (c) The Women and Children Institutions Licensing Act, 1956 or the Orphanages and other Charitable Homes (Supervision and Control) Act, 1960 should be strictly enforced in all the areas of the State. The States should provide suitable machinery for supervision of the voluntary institutions as required under the Legislation. Penal measures should be taken against those institutions which do not abide by its provisions.
- (d) For all those voluntary workers who are willing to assist in the implementation of the moral and social hygiene programmes, the State Governments should provide training facilities such as short orientation courses etc. These courses should be organised by the Schools of Social Work.

## CHAPTER VII

### STAFFING PATTERN

#### 7.1. Composition of the Staff:

7.1.1. The success of institutional programme considerably depends upon the competence of the staff employed to handle it. The work in the field of moral and social hygiene being of a very specialised nature, needs to be supervised by technically qualified personnel. It was with this realisation that the Central Social Welfare Board laid special emphasis on the training of supervisory staff and made specific provisions for the purpose. The Board organised two short-term training courses for one year each during 1956—58 in collaboration with the Delhi and Madras Schools of Social work and recommended that the candidates thus trained may be employed to fill in the supervisory positions.

7.1.2. The nature and number of staff as it existed in the various institutions studied through the questionnaire is indicated below:—

TABLE NO. XV

*Staff employed in the Institutions*

Short Stay Institutions—43

Long Stay Institutions—32

Designation of post	Short Stay Institutions	Long Stay Institutions
1. Superintendents. . . . .	31	31
2. Deputy/Assistant Superintendents. . . . .	12	17
3. Case Workers/Investigators. . . . .	5	9
4. Manager (Industrial Unit). . . . .	—	2

1	2	3
5. Supervisor.	1	9
6. Psychologist/psychiatrist.	—	1
7. Pharmacist.	—	2
8. Education Teachers.	1	37
9. Craft teachers.	5	24
10. Card board Instructor.	—	1
11. Physical instructor.	—	2
12. Tailor/Cutter/Embroiderer.	—	12
13. Spinning instructor.	—	4
14. Music teacher.	—	5
15. Mechanic.	—	1
16. Glass blower.	—	2
17. Doctor.	18	14
18. Matron	13	20
19. Nurse/Compounder.	2	13
20. Accountant/U. D. C.	8	29
21. L. D. C.	3	27
22. Store Keeper	—	9
23. Care-taker.	8	4
24. Peon/Attendant.	34	59
25. Driver.	—	3
26. Watchman.	29	55
27. Cook.	19	25
28. Gardner.	—	9
29. Sweeper.	14	26

From the above table, it appears that no standard staffing pattern is being adopted for these Homes. Even the case workers or psychologists who are so essential for classifying the inmates and individualising their treatment have not been appointed in majority of institutions. Provision for educational instructions and vocational training is the backbone of institutional programmes and qualified persons to supervise these

services in the Homes whether short-stay or long-stay are of basic importance.

7.1.3. The Committee during its visits to various institutions observed that on the one hand several institutions had not enough work for the inmates to keep them occupied in doing something constructive, on the other cooks and gardeners were appointed to work for them. These services could very well be done by the inmates as part of their training.

7.1.4. The Committee, therefore, recommends that necessary provision for having adequate supervisory and technical staff to handle the institutional programme more effectively be made in all institutions. Besides the services of the full-time staff, the inmates should be utilised for managing the services such as cooking, gardening, etc.

## 7.2. Age of the Supervisory Staff:

7.2.1. The following table indicates the age of the Superintendents, Deputy/Assistant Superintendents and case workers:—

TABLE No. XVI  
*Age of the Supervisory Staff*  
Short Stay Institutions—43  
Long Stay Institutions—32

Age	Short Stay Institutions			Long Stay Institutions		
	Superintendent	Deputy Assistant Superintendent	Case worker	Superintendent	Deputy Assistant Superintendent	Case worker
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Age not given or below 25 years . . .	5	5	1	4	3	3
25 years to below 30 years. . . . .	3	—	1	6	6	3
30 years to below 35 years. . . . .	3	3	1	7	6	—

	(1)	(2)	(3)	(4)	(5)	(6)	(7)
35 years to below 40 years. . . . .		3	1	—	7	1	2
40 years to below 45 years. . . . .		2	—	1	5	—	—
45 years to below 50 years. . . . .		—	3	1	2	1	1
50 years to below 55 years. . . . .		—	—	—	—	—	—
55 years and above.		—	—	—	—	—	—
Total . . . . .		31	12	5	31	17	9

It would be seen from the above that the majority of the supervisory staff members in the short-stay institutions falls under the categories of 25 years to below 30 years and 30 years to below 35 years. In the long-stay institutions also, these are the leading categories. While in the short-stay institutions 6 of the supervisory staff members are below 25 years, in the long-stay only there are 10 under this group. Another 10 in the long-stay institutions are in the age group of 35 years to below 40 years.

7.2.2. At the initial launching of the scheme some difficulty was experienced in recruiting matured women for the supervisory positions but now they have grown both in age and experience alongwith the institutions and on the whole the age group is not unsatisfactory. Still certain standards for the minimum and maximum age of the supervisory staff are considered necessary.

7.2.3. The Committee, therefore, recommends:—

- (a) For the District-level Homes minimum age of the supervisory staff such as Superintendents, Deputy/ Assistant Superintendents, Case Workers, etc., at the time of recruitment should be 23 years and the maximum age for these posts be 35 years.

- (b) For the State-level Homes the minimum age for the supervisory position should be 25 years and the maximum age 40 years.

### 7.3. Qualifications of Supervisory Staff:

7.3.1. The table below gives the educational and training background of the Superintendents, Deputy/Assistant Superintendents and the case Workers:—

TABLE No. XVII  
*Qualifications of the Supervisory Staff*

Short Stay Institutions—43

Long Stay Institutions—32

Qualifications	Short Stay Institutions			Long Stay Institutions		
	Super-intendent	Deputy/ Assistant Super-intendent	Case Worker	Super-intendent	Deputy/ Asst. Super-intendent	Case worker
Under Graduates and qualifications not known. . . . .	1	5	2	4	5	1
Graduates. . . . .	5	5	3	2	4	3
Graduates with additional degrees. . . . .	8	2	—	10	1	1
Post-graduates degrees in Social Work/Welfare. . . . .	12	—	—	7	4	3
Special training given by the Central Social Welfare Board for 1 year in Moral and Social Hygiene programmes. . . . .	5	—	—	8	3	1
<b>Total . . . . .</b>	<b>31</b>	<b>12</b>	<b>5</b>	<b>31</b>	<b>17</b>	<b>9</b>

It is clear from the above table that majority of the supervisory staff members in the short-stay institutions and long-stay institutions is neither trained in social work nor possess any specialised orientation in the job they are dealing with. Only 8 of them in the short-stay institutions are under graduates or those whose qualifications are not known. Similarly 10 of those working in the long-stay institutions fall under this group. Thirteen in the short-stay institutions and 9 in the long-stay institutions are just graduates. Only 12 in the short-stay institutions and 14 in the long-stay institutions have attained post-graduate degree in social work/welfare. Five in the short-stay and 12 in the long-stay institutions have undergone special training given by the Central Social Welfare Board.

7.3.2. The Committee during its on-the-spot study of the institutions found that though the academic background of the supervisory staff as a whole is fairly good, specialised training in social work is generally lacking.

7.3.2. The Committee recommends:—

- (a) Graduation with adequate training in social work should be prescribed as the minimum qualification for the posts of Superintendents, Deputy/Assistant Superintendents and Case Workers and preference should be given to those having obtained Master's Degree in social work.
- (b) For all those who are already in the job and have not acquired training in social work, in service training courses be organised by the Governments at the Schools of Social Work.
- (c) For all supervisory positions, short-term refresher courses should be organised by the State Governments so as to keep them acquainted with the newly emerging problems and techniques of tackling them.
- (d) The Central Bureau of Correctional Services should evolve a comprehensive programme for the in-service training of supervisory personnel engaged in social and moral hygiene work so as to ensure that all such persons who entered the field without training are trained within 5 years. A plan for training the personnel at various levels should be worked out in collaboration with the State Governments and the Schools of Social Work and this should be included as a scheme in the IV Five Year Plan.

## 7.4. Pay Scales of the Superintendents:

7.4.1. The following table gives the pay scales of the Superintendents in the institutions:—

TABLE NO. XVIII

*Pay Scales of the Superintendents Deputy/Asstt. Superintendents*

Short Stay Institutions—43

Long Stay Institutions—32

States	Short Stay Institutions		Long Stay Institutions	
	Superintendent	Deputy/Assistant Superintendent	Superintendent	Deputy/Assistant Superintendent
Andhra Pradesh	—	—	325—600	200—400
Assam	—	—	300—800	225—600
Bihar	230—450	—	290—600	250—550
Gujarat	270—410	—	270—410	195—310
Kerala	160—270	—	200—400	—
Madhya Pradesh	190—300	—	275—475	—
Maharashtra	270—390	—	270—390	145—245
Madras	N. A.	—	250—400	140—250
Mysore	140—250	—	250—500	—
Uttar Pradesh	—	120—250	250—550	150—350
Rajasthan	—	200—400	225—485	200—425
Jammu & Kashmir	—	—	200—400	—
Delhi	—	—	325—575	—

The above table shows that in the short-stay Homes the minimum and maximum of pay of Superintendents ranges from Rs. 150 per month to Rs. 450 per month. Generally all the short-stay Homes have non-Gazetted Superintendents. The scales of Bihar, Gujarat and Maharashtra are comparatively higher than those in other States. The pay scales of the long-stay institutions given by most of the States are in the range of Rs. 200 per month to Rs. 800 per month, though many of them approximate in the pay scale of Rs. 250—500. Assam tops the list with a pay scale of Rs. 300—800 (Gazetted) while Kerala is the other extreme with Rs. 200—400 (Non-gazetted).



7.4.2. The Committee was of the opinion that while fixing the pay scales especially for the supervisory staff in the institutions, the State Governments have not realised fully the intensity of hard work and complexities of problems that the officials engaged in this work are required to handle. The work in these institutions demands not only hard work and devotion but also the right kind of attitude and approach on the part of the officials.

7.4.3. The Committee, therefore, recommends:—

- (a) The pay scale of the Superintendents of the District-level homes should be Rs. 250—500 or in its neighbourhood so as to fit in with the locally prevalent scales in the States. The scale of the Superintendents of the State-level Homes should be Rs. 350—800 or in its neighbourhood so as to fit in with the locally prevalent scales in the States.
- (b) Higher start may be given to those having special experience and qualification by granting appropriate number of advanced increments.
- (c) The pay scales of other supervisory staff such as Deputy/Assistant Superintendents and Case Workers should also be appropriately raised to provide incentives to qualified persons as well as the stability of staff.

#### **7.5. Service Conditions:**

7.5.1. The details of recruitment rules and service conditions for the various supervisory positions were not available to the Committee from all the States and Union Territories but the Committee would, however, like to emphasise that while framing recruitment rules for the various positions its recommendations with regard to qualifications, age, pay scales etc., may be kept in view. As regards the service conditions of the staff members, they are governed under the State Service Rules in general and the special job requirements in this field are often over-looked. Even the housing facilities provided for the residential staff are not adequate. As a result of this married and matured women with families do not come forward to serve in these positions.

7.5.2. The Committee, therefore, recommends that the rules governing the appointment and service conditions of the staff in the institutions should be rationalised by the State Governments keeping in view the special job requirements in the field.

## **7.6. Staff at the Headquarters:**

7.6.1. The institutional services need to be properly co-ordinated and supervised at the State-level. At present a senior officer at the headquarters looks after social and moral hygiene programmes in addition to her/his other assignments. In view of the specialised nature of work in this field, a separate cell at the headquarters to guide the programmes and to effect improvements, where necessary, is highly desirable.

7.6.2. The Committee, therefore, recommends:—

- (a) At the Headquarters a senior officer with suitable qualifications and experience in the field should be appointed as an overall incharge of the Social and Moral Hygiene programmes in the State. She should have special work experience, besides the training in the field to enable her to discharge the advisory functions, effectively.
- (b) Atleast one Superintendent at Headquarter should be appointed as Leave Reserve so that alternate arrangements to look after an institution could be readily available, whenever a Superintendent goes on long leave.

## **7.7. Research and Training:**

7.7.1. The significance of proper training of the supervisory staff has been underlined earlier. Whereas post-graduate degree in social work may be stressed at the time of initial appointment, the staff of the institution need to undergo specialised orientation/refresher courses in the field. These courses may be organised at the national level by the Central Bureau of Correctional Services in collaboration with the Schools of Social Work.

7.7.2. The present study is the first review of the Social and Moral Hygiene programmes since it was launched about a decade back. With a view to improving upon the efficiency of the programme it is essential that such a review may be undertaken after every Five Year Plan by the Central Bureau of Correctional Services.

7.7.3. The Committee, therefore, recommends:—

- (a) The Central Bureau of Correctional Services, Department of Social Welfare may initiate training programme in the field of moral and social hygiene

at the national level and promote the same at the State-level, in collaboration with the Schools of Social work. The Bureau should undertake evaluative studies and researches in the problems and programmes of moral and social hygiene with a view to improve the existing standards.

- (b) The State Governments in collaboration with the State Social Welfare Advisory Boards and the State Branches of the Association for Moral and Social Hygiene in India should review the progress of the programmes in the field, every year. At the national-level, the overall progress of the programmes in the country should be jointly evaluated by the Central Bureau of Correctional Services, Central Social Welfare Board, Association for Moral and Social Hygiene in India and other Organisations working in the field.



## CHAPTER VIII

### NON-INSTITUTIONAL SERVICES

8.1. Various aspects of non-institutional programmes in the field of Social and Moral Hygiene were studied by the Committee, in terms of the types of services, their aims and objectives, nature of activities, number of beneficiaries, staffing pattern, source of finances, etc. During its discussion with social workers and administrators also, the nature and efficacy of services in the non-institutional setting were discussed. In reply to the questionnaire on non-institutional services the State of Assam, Haryana, Madhya Pradesh, Maharashtra, Punjab, Andaman & Nicobar Islands and Pondicherry reported that no programme as such was being undertaken by their Governments. Gujarat, Madras, Mysore, Delhi and Himachal Pradesh sent the details of the non-institutional programmes organised by them.

8.2. A perusal of the replies received from the State Governments as well as the views and opinions expressed by Social Workers and administrators in their meetings with the Committee has shown that very little has been done in the field of non-institutional services by the governmental agencies. Some voluntary organisations have, however, organised non-institutional services, such as, counselling and guidance, social and cultural programmes and recreational activities.

8.3. The Association for Moral and Social Hygiene in India which was been playing a major role in this field since 1928, has its branches, in Andhra Pradesh, Bihar, Delhi, Goa, Gujarat, Himachal Pradesh, Kerala, Madhya Pradesh, Madras, Maharashtra, Mysore, Orissa, Punjab, Rajasthan, Uttar Pradesh, West Bengal and Manipur. The aims and objectives of the Association have been stated to be: eradicating commercialised prostitution, promoting understanding and education in respect of sex relation, securing equal moral standards for men and women, providing facilities for backing problems in the area of marriage and family living through Family Life Institutes, introducing Family Life Education to promote happy family life, running institutions for the shelter, training and rehabilitation of exploited women and those in moral danger,

initiating health education and other programmes for V. D. control, organising training programmes, seminars and conferences for the workers in the field, bringing out literature for the promotion of understanding of the problem and mobilising public co-operation for the better implementation of the moral and social hygiene programmes.

8.4. With the above objectives, the Association has been organising various preventive-cum-therapeutic services in the field. Besides running some institutions for rescued women and their children, it has been undertaking various non-institutional programmes, such as, Family Life Education, Counselling and Guidance, Conferences, Seminars, etc. The main emphasis of the activities of the Association has been to create necessary climate for moral and social hygiene and to mobilise public opinion against the commercialised vice.

8.5. The All India Women's Conference and the All India Women's Council have also been engaged in general women welfare programmes in the country for a long time. The activities of these organisations have made an impact in the field of social and moral hygiene as well. Their State Branches undertake programmes for creating community awareness and consciousness about the problems in the field and educate the public to make concerted efforts to tackle them.

8.6. At the State-level, the All Bengal Women's Union in West Bengal and the Guild of Service in Madras have been doing some commendable work in the field of social and moral hygiene. The All Bengal Women's Union runs institutions for women in social and moral danger and their children, besides rendering counselling and guidances in the community. The Guild of Service has a net-work of institutional facilities in Madras for all types of women needing care and protection.

8.7. The Committee, however, felt that the participation from the non-Governmental organisations in the field of Moral and Social Hygiene has not been adequately forthcoming. The efforts made so far, though commendable, need to be considerably accelerated to make a real impact. Voluntary organisations have to play a definite role at the different stages of rescue, rehabilitation and after-care. It is through them only that defences against anti-social elements exploiting women and girls for nefarious purposes are to be created in the society itself. The S.I.T. Act rightly envisages an active co-operation from the non-official agencies and workers at various stages of its implementation. It provides for the setting up of non-

official advisory bodies and non-official witnesses and assessors. The institutions run by non-official organisations can be licensed under the Act. After the discharge of inmates from institutions, voluntary agencies and workers can help them in a big way by providing facilities for appropriate re-adjustment.

8.8. The Committee, therefore, recommends that non-official organisations, such as, the Association for Moral and Social Hygiene in India, All India Women's Conference, All India Women's Council, All Bengal Women's Union and Guild of Service, etc., which have been rendering specialised services for women and girls in social and moral danger, should be more directly involved in the planning and execution of the programmes in the field. They should be adequately strengthened and financed by the Government so as to enable them to play a more active role.

8.9. The Committee discussed various preventive and non-institutional programmes pertaining to V.D. Control, sex-education, child guidance clinics, counselling services, parent-teacher associations, etc. The progress achieved in these areas by the governmental and non-governmental agencies was reviewed by the Committee and it was generally felt that due to the lack of proper planning and co-ordination, the services in the field had not developed on the desired pattern.

#### **8.10. V. D. Control:**

8.10.1. Experience of workers in the field of moral and social hygiene has shown that venereal diseases spread generally through promiscuous relationship. Prostitution is the most common source of infection. In the formerly known red light areas, the incidence of venereal diseases is very high. Improper treatment or suppression of the disease leads to serious consequences. Though some intensive work for Venereal Disease Control has been done in some parts of the country and a number of clinics estimated to be 261, have been established, the programme needs to be appropriately developed to cover all the areas particularly those where incidence of Venereal Disease is high. The psycho-social aspect of the problem has to be adequately tackled to ensure that infected cases are timely detected and cured. Voluntary organisations can play an important role in this regard.

#### **8.10.2. The Committee, recommends:—**

- (a) The V.D. control programme should be expanded under the Ministry of Health, to cover all the areas

in the country and special clinics be set up in farmer red light areas and adequate machinery be provided for contact-tracing, contact-finding and follow-up of the cases. Each Municipality should have a V.D. Control Clinic.

- (b) The psycho-social aspect of the problem of Venereal Diseases should be effectively tackled by educating the public through various audio-visual media and the voluntary organisation should be prominently involved in this work.

#### **8.11. Sex Education:**

8.11.1. The importance of sex education in healthy growth and development of the youth has universally been accepted. In this country old notions of inhibition, secrecy and taboo are still widely associated with sex and young girls often seek information from and unreliable sources. An unprepared adolescent is shocked to face suddenly the physiological and emotional changes. Such a situation makes many of our young girls fall victims of various social vices and problems such as prostitution, homo-sexuality, V.D., etc. Many of the problems of personal disorganisation during youth are found to be associated with the formation of wrong attitudes and ideas towards sex.

8.11.2. Sex education needs to be rightly interpreted to remove the social stigma attached to it. It is essentially a prophylactic measure which protects the society against various social evils and individuals from the problems of personal disorganisation and social maladjustment. Though sex education is the joint responsibility of the parents and the teachers in the Indian setting, the parents are in a better position to impart sex education to their children, firstly because it requires very personal relationship and secondly because the teachers are not fully trained to do this work.

8.11.3. The Committee recommends that sex education should be imparted to both boys and girls, at the right age. Sex education could best be given by parents as it requires personal and individualised contact. The parents should be given necessary guidance to equip themselves better, to impart education about sex to their children.

#### **8.12. Parent-Teacher Association:**

8.12.1. The schools and the home have to work hand in hand in healthy upbringing and socialisation of the child. School being an important part of her environment has to play

an important role in ensuring satisfactory personal development and healthy social growth of the child. The qualities of appropriate social adjustment, healthy attitudes and meaningful relationships are to be fostered in the growing child as part of her school training. The teacher can meaningfully use her relationship with the child in moulding her character on socially approved pattern.

8.12.2. The Committee recommends that parent-teachers associations should be encouraged in all educational institutions and the same should provide common platforms for parents and teachers to co-operate with each other in ensuring psychologically and socially healthy character formation of the child.

### **8.13. Counselling and Guidance:**

8.13. Parents are the best persons to provide appropriate help and guidance to their young girls in resolving their difficulties and problems of growth and adjustment. In fact, the young at some stage of their development are eager to avail the support and guidance of a sympathetic adult. It is only when they received undue criticism, avoidance and ridicule instead of understanding, help and guidance that they turn to other people, outside their family.

8.13.2. Authority has been the main factor in guidance in the past. In the rural and homogeneous communities authority of parents backed by the authority of social conventions still plays a dominant role but in the urban society which is less consistent and conformist the authority has ceased to function as an effective mode of guidance. Parents, therefore, need to develop a relationship based on understanding and awareness of the physical and emotional needs of their young children. The young girls are very status conscious. They seek a positive appreciation and recognition of their individual interests and aptitudes. Love and sex come as exciting elements during adolescence. Over-caution, apprehension and timidity of parents to face these changes lead to resentment, revolt and mistrust of the young girls.

8.13.3. There is great need for providing counselling and guidance services to the socially maladjusted girls in our society. Many adolescent girls require help and assistance to understand and accept the impact of their physiological, psychological and emotional changes and to prepare them for the role patterns of adulthood. Some parents may also require



counselling to cope more effectively with the problems of adjustment with their children. They should develop courage and competence to face the needs and demands of the new generation and to maintain a happy and harmonious relations with them.

8.13.4. The Committee, therefore, recommends:—

- (a) Counselling and guidance centres should be organised in urban areas to render, (i) individual counselling, (ii) marriage counselling, and (iii) family counselling on systematic lines.
- (b) Youth counselling centres should be set up in all the universities to help young boys and girls to overcome their emotional and behavioural problems.
- (c) Voluntary organisation should be directly associated with the programme and they should be appropriately assisted and strengthened to develop this programme on comprehensive lines.

#### **8.14. Community Centres/Youth Centres:**

8.14.1. The youth needs to be provided with healthy avenues to express themselves and to attain the fullest development of their personality. Organised recreation, social and cultural activities and group programmes have a great socialising value. Through group inter-action and involvement, individual learns and modifies her behaviour on accepted patterns. This is also essential to counteract the formation of undesirable gangs and associations among the youth.

8.14.2. The Committee recommends that voluntary organisations should be assisted to set up community centres for the youth catering to their recreational and social needs and to provide them with healthy avenues for expression and development. These centres may also render counselling and guidance services to the needy persons.

#### **8.15. Public Education:**

8.15.1. The Committee is strongly of the view that no programme of social reconstruction or welfare can ever succeed without an active and intelligent support of the people. To obtain participation and involvement of various social groups as well as to mobilise community resources and potentials a programme of social education is of urgent necessity. The problems of social and moral hygiene are closely related to

the wider problems of social disorganisation and as such a concerted action backed by the people in general, needs to be initiated. In the rehabilitation of women discharged from the institutions, whether by way of marriage or employment, the community has to play a vital role. Parents and teachers are to be appropriately educated to help the youth to develop socially approved patterns and standards of behaviour. To obtain community participation and involvement of different social group in the creation of a healthy social environment, a programme of social education, therefore, is very essential. Besides this, the various preventive, therapeutic and rehabilitative services available for all such women and girls who have problems need to be adequately known to the public for better utilisation of resources by the deserving cases.

8.15.2. The Committee recommends that voluntary organisations especially those working for the welfare of women should be appropriately assisted and strengthened by the Government to undertake the programme of public education for enlisting co-operation and support for Moral and Social Hygiene work.

#### **8.16. A Co-ordinated Approach:**

8.16.1. The problems in the field of Moral and Social Hygiene need to be tackled through a well-rounded integrated programme of preventive-*cum*-therapeutic measures. An integrated approach to the problems is both scientific in nature and economical in results. A greater co-ordination between the official and non-official agencies in the implementation of these programmes is of basic necessity. The areas of mutual co-operation and constructive given-and-take in the matters of technical know-how, experience and resources among the Governmental, Semi-Governmental and non-Governmental organisations may be further explored and defined so as to launch a vigorous movement to safeguard young women and girls against nefarious elements and pitfalls and to equip them better with necessary skills and competence to face life with confidence and courage.

8.16.2. The Committee, therefore, recommends that the Central Bureau of Correctional Services should explore areas of mutual co-operation between the Governmental and non-Governmental organisations engaged in Moral and Social Hygiene work and initiate such action as deemed necessary to bring this about in consultation with the State/Union Territory Governments.

## CHAPTER IX

### FINANCIAL REQUIREMENTS

9.1. During the Second Five Year Plan, a provision of Rs. 3 crores was originally made for Social and Moral Hygiene and After-care programmes, which was later on reduced to Rs. 2 crores. As against this, an expenditure of about Rs. 98.4 lakhs was incurred during the plan period. In the Third Five Year Plan the central share provided for the schemes, on 50:50 basis, was Rs. 60 lakhs, out of which about Rs. 39 lakhs was spent. Thus, the financial targets for the Second and Third Five Year Plans could not be fully achieved. As the proposals for the Fourth Five Year Plan are still being finalised, the Committee discussed the financial implications of its recommendations for consideration of the Government.

#### 9.2. District-level Homes:

The District-level Homes with a capacity of 25 inmates may require the following expenditure:—

##### A. Recurring Expenditure:

Post	Scale	Approximate Annual Expenditure
(i) Staff		Rs.
Superintendent . . . . .	250—500	4200
Case Worker . . . . .	225—450	3,600
Medical Officer (Part-time) . . . . .	75/- p.m.	900
Psychologist (Part-time) . . . . .	150/- p.m.	1,800
Education-cum-Craft Teacher. . . . .	150—300	2,400
Head Clerk-cum-Accountant . . . . .	150—300	2,400
Peon . . . . .	100—180	1,800
Chowkidar . . . . .	100—180	1,800
Total :		18,900

(1)	(2)	(3)
		Rs.
(ii) Maintenance of 25 inmates at Rs. 45/- p.m.		1,125
(iii) Rent for the building at Rs. 300/- p.m.		3,600
(iv) Miscellaneous.		1,000
<b>B. Non-recurring expenditure :</b>		
(i) Furniture, utensils, office equipment, etc. . . . .		2500
(ii) Equipment and material for education training, recreation, etc. . . . .		5,000
A. Recurring expenditure : . . . .		24,625
B. Non-recurring expenditure : . . . .		7,500
<b>Grand Total</b>		<b>32,125</b>

### 9.3. State-level Homes:

The State-level Homes with a capacity of 75 inmates may require the following expenditure:—

#### A. Recuring expenditure :

Post	Scale	Approximate Annual expenditure
		Rs.
Superintendent . . . . .	350—850	6,000
Deputy Superintendent-cum-Case Worker	250—500	4,200
Case Worker . . . . .	225—450	3,600
Psychologist . . . . .	225—450	3,600
Phychiatrist. (Part-time) . . . . .	Rs. 150/- p.m.	1,800
Medical Officer. (Part-time) . . . . .	Rs. 75/- p.m.	900
Matron-cum-Compounder . . . . .	150—300	2,400
Education Teacher . . . . .	150—300	2,400
Two Craft Teachers . . . . .	150—300	4,800
Head Clerk-cum-Accountant . . . . .	150—300	2,400
Peon . . . . .	100—180	1,800
Two Chowkidars . . . . .	100—180	3,600
Sweeper . . . . .	100—180	1,800
Three house mothers . . . . .	120—200	6,000
<b>Total :</b>		<b>45,300</b>

	1	2	3	4	5
(i) Maintenance of 75 inmates at		Rs. 45/- p. m.			3,375
(iii) Miscellaneous . . . . .					2,000
<b>B. Non-recurring expenditure :</b>					
(i) Construction of building. . . . .					2,00,000
(ii) Furniture, office, equipment, utensils, etc. . . . .					10,000
(iii) Equipment and material for training, with in the Home, education, recreation, medical facilities, etc. . . . .					25,000
			TOTAL :		2,35,000
					Rs.
A. Recurring expenditure . . . . .					50,675
B. Non-recurring expenditure . . . . .					2,35,000
			GRAND TOTAL :		2,85,675

**9.4. Training-cum-Production Units.**—Where training-cum-production units are attached to the State-level Homes, necessary financial assistance in accordance with the type of industry may be given in consultation with the Director of Industries.

**9.5. A multipurpose Community Centre with provisions for counselling and guidance, recreational activities and family life education may require the following minimum expenditure:**

**A. Recurring Expenditure :**

**(i) Staff**

Post	Scale	Approximate Annual expenditure
Organiser. . . . .	350—850	6,000
Trained Social Worker.		
Physchologist. (Part-time). . . . .	Rs. 150/- p. m.	1,800
Psychaiatrist. (Part-time) . . . . .	Rs. 150/- p. m.	1,800
Peon . . . . .	100—180	1,800
Chowkidar-cum-Sweeper. . . . .	100—189	1,800
	TOTAL :	13,200



## CHAPTER X

### RECOMMENDATIONS

The Committee studied various aspects of the institutional and non-institutional programmes for women and girls facing moral and social danger, in the country and evaluated their efficacy in relation to the needs and requirements in the field. It found that the services initiated so far needed considerable modification and improvement to make the desired impact on the problems of social and moral hygiene. The various recommendations made by the Committee for consideration of the Government are reproduced below:—

#### **Institutional Facilities:**

1. The number of institutions to be set up in each State should be decided in accordance with its actual needs and requirements. For this purpose, the extent and magnitude of the problem should be scientifically assessed before starting new institution or recognising the existing one in a particular area.

2. (a) The inmate population of Homes should be classified into following groups:—

- (i) Mentally retarded cases;
- (ii) cases under the S.I.T. Act;
- (iii) unmarried mothers and their children; and
- (iv) other cases of women and girls facing moral and social danger.

(b) Broadly, the institutions should function at two levels as under:—

- (i) District-level: the District-level Homes should function as reception, observation and classification centres, providing transitory facilities to inmates before they are scientifically classified into various groups and are sent to the long-term institutions.
- (ii) State-level: there should be separate institutions for different groups of inmates, with specialised facilities for their institutionalisation and rehabilitation.

(c) Where separate institutions at the State-level cannot be had in the beginning, the inmates should be properly segregated in different wings with special facilities for each group. In the District-level Homes also, inmates should be appropriately segregated for diagnostic and observation purposes.

(d) Adequate machinery for effecting classification should be provided in each District-level Home and atleast one trained social worker be appointed to do this work.

(e) The Courts should carefully scrutinise cases received under the S.I.T. Act to ensure that very hardened cases are not sent to these institutions and are dealt with in suitable custodial institutions.

(f) After-care institutions should be separately set up only when the care institutions have been properly stabilised and developed. Till then, separate aftercare wings be attached to the State-level Homes which may provide facilities to the cases needing after-care. Those requiring hostel facilities may be provided accommodation either in the institutions or preferably in separate buildings such as Working Girls Hostels.

(g) The existing after-care Homes should be scientifically studied by the State Governments and reorganised, if necessary with a view to provide better after-care services of accommodation, work opportunities and counselling and guidance to the inmates. Wherever these Homes are not functioning strictly for the after-care purposes, they may be converted into State-level homes.

3. As the low intake in the institutions is due to the lack of public awareness regarding the problems of social and moral hygiene and the various programmes initiated to tackle them, necessary steps to educate the public and to create consciousness should be taken by the Government to ensure that the institutional facilities are fully utilised by those facing moral and social danger.

4. (a) The existing composition pattern of the Managing Committee of District-level and State-level Homes should be adhered to. The non-official members nominated on the Committee should have adequate standing and experience in the field and be drawn from voluntary organisations, Schools of Social Work and other important sections in the society. The Chairman of the Committee should be a non-official lady social worker having sufficient experience in the field of social and moral hygiene.



(b) The Managing Committees should be given adequate administrative and financial powers in the management of the institutions but at the same time, it should be ensured by the State Governments that the financial and administrative rules are properly observed in the interest of Welfare of the inmates.

5. (a) The admission policy for the institutions should be fairly flexible and the doors of these institutions should be open to any woman who is in need of help at any hour of the day and night.

(b) In State-level Homes should have annexes for direct admissions also so as to ensure that a timely help is available to any deserving case of the locality. Such a case will later on be transferred to nearby District Shelter for observation, diagnosis and classification.

(c) The superintendent should be delegated enough powers by the Managing Committee to provisionally admit any woman seeking admission to the Home under her charge. All such provisionally admitted cases should be placed before the Managing Committee within a fortnight, for its approval. The Committee should provide necessary guidance to the Superintendent in this regard.

6. (a) The maximum length of stay of inmates should not exceed 6 months in the District-level Homes and only in very exceptional cases awaiting trial or requiring medical care, the period of stay may be extended upto one year with the approval of the Managing Committee. All those needing more than 6 months of institutional care, should be transferred to State-level Homes.

(b) At the District-level Homes, each case should be periodically reviewed by the Managing Committee on a quarterly basis and efforts be made to find alternate arrangements as required.

(c) The maximum period of stay of inmates in State-level Homes except those meant for mentally deficient cases, should be 8 years and no case below 6 months should be kept in these Homes.

(d) At the State-level Homes, each case should be reviewed by the Managing Committee every 6 months and all possible avenues for rehabilitating the inmates in the Community, be searched out. Those needing after-care facilities should be treated differently in the after-care wing of the Home.

Wherever outside after-care facilities such as Working Girls Hostels, are available, the same may be availed of.

(e) The State-level Homes for mentally deficient cases may provide indefinite institutional facilities to the inmates as in most of the cases recovery is not possible and the State has to ensure permanent security for them.

### **Institutional Services:**

7. (a) Suitable buildings with adequate provisions for living space for inmates, their classification, educational and training programmes, recreational and group work activities play-grounds, garden, annexed for children, Isolation wards, sick rooms and other institutional requirements as well as the quarters for the staff, should be constructed for the institutions set up under the programmes.

(b) The institutions should be located away from the crowded areas and in surroundings conducive to specialised institutional treatment. Typed designs may be evolved for every State, suitable for District-level and State-level Homes according to local climatic conditions and availability of building material.

(c) The construction of buildings for these institutions should be included in the Fourth Five Year Plan as a developmental programmes and necessary financial assistance provided to the State Governments to implement the same.

(d) Wherever voluntary organisations are entrusted with the responsibility of providing institutional services, adequate provision should be made available to them, in the form of grants for the construction of buildings.

8. (a) The educational programmes in both District-level as well as State-level Homes should be systematically organised on a regular basis as an integral part of the institutional treatment.

(b) The purpose of educational instructions in the District-level Homes should be to keep the inmates purposefully busy as well as to develop among them a sense of social responsibility and right attitudes towards life. It is, therefore, suggested that part-time teachers for every 10 inmates and a full time teacher-cum-craft instructor preferably one who has knowledge of Home Science, for every 25 inmates, may be appointed in the District-level Homes. All such inmates whose stay is longer than three months should be encouraged to pass literacy certificate examination.

(c) At the State-level Homes, educational and vocational training programmes should be closely co-ordinated and considered to be of vital importance in the re-socialisation of individual inmates. It is suggested that for every 25 inmates a full-time literacy-cum-craft instructor, preferably with knowledge of Home Science, and for every 50 inmates one education teacher and one craft instructor be appointed on regular basis. The inmates in State-level Homes should be encouraged to prepare themselves for various condensed courses of education and training.

(d) For all such inmates, whether in District-level or State-level Homes, who have special aptitude towards higher learning, stipends and scholarships should be instituted to help them to avail of suitable facilities outside the institutions.

9. (a) The vocational training programmes should constitute an integral part of the institutional treatment in both the District-level and the State-level Homes and should be systematically organised keeping in view the types of inmates their socio-economic background and length of stay in institutions. In the Short-stay Homes simple crafts which can be easily learnt in a short time, may be introduced so as to keep the inmates constructively engaged as well as to help them financially. In the State-level Homes specialised crafts and vocations should be introduced on regular and systematic basis so as to prepare the inmates for gainful employment.

(b) The vocational training programme should be appropriately diversified in keeping with the demands of the local market, aptitudes of the inmates and its rehabilitative value after their discharge. Before introducing the training programme, availability of raw material, technical know-how and easy marketing facilities should be carefully assessed.

(c) The programme of Production Units should be streamlined by simplifying administrative procedures and working relationships between the concerned Departments. Adequate funds for setting up these units may be placed at the disposal of State Social Welfare Departments and the technical know-how and guidance may come from the Industries Departments.

(d) Wage system should be introduced in all institutions and the inmates be paid wages on a piece rate basis. The Superintendents may be delegated powers to grant Wages for the work done by the inmates on *ad-hoc* basis.

(e) For those inmates who have an aptitude and ability for a professional career like that of a teacher, a nurse or a stenographer, etc., the institution should provide stipends or scholarships to enable them to avail of the specialised training facilities outside the institutions. Such cases may be exempted from executing the prescribed bonds which are usually required from the stipendiary candidates undertaking training.

10. (a) In all the District-level Homes, part-time medical officers, preferably lady doctors, should be appointed to visit atleast thrice in a week and arrangements made for medical check-up, on-the-spot treatment of minor ailments and timely referral of serious cases to specialised hospitals.

(b) In all the State-level Homes, part-time lady medical officers should be appointed to visit the institutions daily and full-time nurses and compounders be appointed to assist them. Adequate arrangements should be made for on-the-spot medical check-up and treatment and only serious cases needing specialised care sent to outside hospitals.

(c) All seriously sick and infectious cases should be immediately segregated and necessary provisions be made for the same,

(d) The medical staff in the institutions should be fully responsible for preventive aspects of medical care of inmates. General cleanliness, hygienic living conditions and nutrition should be constantly ensured. In the short-stay homes where full-time nurses and compounders are not appointed the Superintendents should be personally responsible for the same.

(e) Adequate amount of honorarium be paid to the part-time doctors appointed in the institutions so as to attract experienced medical men.

11. (a) Adequate provisions for the care, educational and up-bringing of children of the inmates should be made in all the District-level and State-level Homes as an integral part of the institutional services.

(b) In the District-level Homes, special facilities should be provided for the children of inmates for their additional nutritional needs, immunisation against disease, medical care, etc.

(c) In the State-level Homes, special children wards be annexed to the main institutions with facilities for proper supervision under trained staff of their total requirements of health, sanitation, nutrition, recreation, education, etc.

(d) To enable boys over 7 years to stay with their mothers, the children wings of the State-level institutions should be recognised as Children Homes or Fit Persons Institutions under the Children Acts provided outside cases are not admitted and the delinquent categories are sent to the specialised institutions. The expenditure on such recognised wings could be met from the funds available for the implementation of the Children Acts.

12. (a) Every institution should have adequate provisions for case work and supportive psychological/psychiatric services for individualising the treatment of different types of inmates as well as to enable to bring better inter-personal relationship with the staff in the institutions as well as their families.

(b) One case worker in every District-level Home and one case worker for every 25 inmates in the State-level Homes should be appointed on full-time basis to render individualised services to the inmates. These case workers will be helpful at various stages of institutionalisation. i.e., classification of inmates, formulation of the treatment plan for each inmate and securing appropriate rehabilitation and re-adjustment of the inmates in the community.

13. (a) Organised recreation and healthy social and cultural programmes should form an important part of the institutional treatment and necessary equipment be provided for the same.

(b) Inter-institution sports, cultural and social activities and contests should be organised for the inmates and necessary incentives provided to them to participate.

(c) Artistic talents and hobbies among the inmates should be appropriately encouraged so as to provide them with the opportunities of fuller self-expression and development.

14. (a) Follow up of inmates after their disposal till such time the ex-inmate is re-adjusted in the community as a respectable citizen, should be considered as an essential ingredient of the programme and necessary provisions be made for the same.

(b) The services of Probation Officers, District Social Welfare Officers should be utilised for the follow-up of inmates released from the institutions. Where such officers do not exist they

should be appointed to do this work alongwith their other responsibilities.

(c) As far as possible lady officers and women social workers should be called upon to render follow-up services to the inmates released from these institutions.

(d) The services of non-official women's organisations should be utilised wherever feasible for the follow-up work.

15. (a) Special schools with hostel facilities should be set up for the children of prostitutes so that they could be removed from a social environment and brought up as normal children.

(b) Voluntary organisations should be encouraged and assisted by the Government to run nurseries and kindergarden schools for these children of prostitutes who cannot be segregated from their mothers.

(c) The old dependents of prostitutes should be provided adequate care and protection by the Government either by way of institutional facilities or through social security measures.

16. (a) The Government should take suitable measures to encourage voluntary sector to function actively in the field of social and moral hygiene. Well established organisations should be adequately assisted to take up institutional programmes. The involvement of these organisations in this work will not only strengthen the required public co-operation but would also provide an informal and friendly atmosphere necessary for the rehabilitation of the inmates. Care should, however, be taken to ensure that only such voluntary organisations which have requisite standing, resources and competence are selected for the purpose.

(b) Voluntary organisations, taking up institutional programmes in the field, should be given grants-in-aid so as to ensure minimum standard of services and technical staff, in addition the Government should take the responsibility of providing technical guidance.

(c) The Women and Children Institutions Licensing Act, 1956 or the Orphanages and other Charitable Homes (Supervision and Control) Act, 1960 should be strictly enforced in all the areas of the State. The State should provide suitable machinery for supervision of the voluntary institutions as required under the Legislation. Penal measures, should be taken against those institutions which do not abide by its provisions.

(d) For all those voluntary workers who are willing to assist in the implementation of the moral and social hygiene programmes, the State Government should provide training facilities such as short orientation courses etc. These courses should be organised by the Schools of Social Work.

### **Staffing Pattern:**

17. The necessary provision for having adequate supervisory and technical staff to handle the institutional programme more effectively, be made in all institutions. Besides the services of the full-time staff, the inmates should be utilised for managing the services such as cooking, gardening, etc.

18. (a) For the District-level Homes minimum age of the supervisory staff such as Superintendents, Deputy/Assistant Superintendents, case workers, etc., at the time of recruitment should be 23 years and the maximum age for these posts be 35 years.

(b) For the State-level Homes the minimum age for the supervisory position should be 25 years and the maximum age 40 years.

19. (a) Graduation with adequate training in social work should be prescribed as the minimum qualification for the posts of Superintendents, Deputy/Assistant Superintendents and Case Workers and preference should be given to these having obtained Master's Degree in Social Work.

(b) For all those who are already in the job and have not acquired training in social work, in-service training courses be organised by the Governments at the Schools of Social Work.

(c) For all supervisory positions, short-term refresher courses should be organised by the State Governments so as to keep them acquainted with the newly emerging problems and techniques of tackling them.

(d) The Central Bureau of Correctional Services should evolve a comprehensive programme for the in-service training of supervisory personnel engaged in social and moral who entered the field without training are trained within 5 years. A Plan for training the personnel at various levels should be worked out in collaboration with the State Governments and the Schools of Social Work and this should be included as a scheme in the IV Five Year Plan.

20. (a) The pay scale of the Superintendents of the District-level Homes should be Rs. 250—500 or in its neighbourhood so as to fit in with the locally prevalent scales in the States. The scale of the Superintendents of the State-level Homes should be Rs. 350—800 or in its neighbourhood so as to fit in with the locally prevalent scales in the States.

(b) Higher start may be given to those having special experience and qualification by granted appropriate number of advanced increments.

(c) The pay scales of other supervisory staff such as Deputy/ Assistant Superintendents and case workers should also be appropriately raised to provide incentive to qualified persons as well as the stability of staff.

21. The rules governing the appointment and service conditions of the staff in the institutions should be rationalised by the State Governments, keeping in view the special job requirements in the field.

22. (a) At the headquarters a senior officer with suitable qualifications and experience in the field should be appointed as an overall incharge of the social and moral hygiene programmes in the State. She should have special work experience, besides the training in the field to enable her to discharge the advisory functions, effectively.

(b) Atleast one Superintendent at the headquarters should be appointed as Leave Reserve so that alternate arrangement to look after an institution could be readily available, whenever a Superintendent goes long leave.

23. (a) The Central Bureau of Correctional Services, Department of Social Welfare, may initiate training programme in the field of social and moral hygiene at the national level and promote the same at State-level in collaboration with the Schools of Social Work. The Bureau should undertake evaluative studies and researches in the problems and programmes of moral and social hygiene with a view to improve the existing standards.

(b) The State Governments in collaboration with the State Social Welfare Advisory Boards and the State Branches of the Association for Moral and Social Hygiene in India should review the progress of the programmes in the field, every year. At the national level, the overall progress of the programmes in the country should be jointly evaluated by the Central Bureau



of Correctional Welfare Board, Association for Moral and Social Hygiene in India and other organisations working in the field.

### **Non-institutional Services:**

24. The non-official organisations, such as, the Associations for moral and Social Hygiene in India, All India Women's Conference, All India Women's Council, All Bengal's Womens Union and Guild of Service, etc., which have been rendering specialised services for women and girls in social and moral danger, should be more directly involved in the planning and execution of the programmes in the field. They should be adequately strengthened and financed by the Government so as to enable them to play a more active role.

25. (a) The V.D. Control programme should be expanded under the Ministry of Health, to cover all the areas in the Country and special clinics be set up in former red light areas and adequate machinery be provided for contact-tracing, contact-finding and follow-up of the cases. Each Municipality should have a V.D. Control Clinic.

(b) The psycho-social aspect of the problem of Venereal Diseases should be effectively tackled by educating the public through various audio-visual media and the voluntary organisations should be prominently involved in this work.

26. The sex education should be imparted to both boys and girls at the right age. Sex education could best be given by parents as it required personal and individualised contact. The parents should be given necessary guidance to equip themselves better to impart education about sex to their children.

27. The parent-teachers associations should be encouraged in all educational institutions and the same should provide common platforms for parents and teachers to co-operate with each other in ensuring psychologically and socially healthy character formation of the child.

28. (a) Counselling and guidance centres should be organised in urban areas to render, (i) individual counselling, (ii) marriage counselling, and (iii) family counselling on systematic lines.

(b) Youth counselling centres should be set up in all the universities to help young boys and girls to overcome their emotional and behavioural problems.

(c) Voluntary organisations should be directly associated with the programme and they should be appropriately assisted and strengthened to develop this programme on comprehensive lines.

29. The voluntary organisations should be assisted to set up community centres for the youth catering to their recreational and social needs and to provide them with healthy avenues for expression and development. These centres may also render counselling and guidance services to the needy persons.

30. The voluntary organisations especially those working for the welfare of women should be appropriately assisted and strengthened by the Government to undertake the programme of public education for enlisting co-operation and support for Moral and Social Hygiene work.

31. The Central Bureau of Correctional Services should explore areas of mutual co-operation between the Governmental and non-Governmental organisations engaged in Moral and Social Hygiene work and initiate such action as deemed necessary to bring this about in consultation with the State/Union Territory Governments.



## APPENDIX A

F. 9/8/67-SW.5

### GOVERNMENT OF INDIA

Department of Social Welfare

New Delhi-1, the 27th Sept., 1967

#### RESOLUTION

The Government of India have had under consideration for some time back the question of evaluating the existing institutional programmes for women and girls facing moral and social danger with a view to improving their working and drawing lessons for future planning. It has now been decided to set up a Committee comprising the following to go into the matter:—

#### *Chairman*

1. Smt. Raksha Saran.

#### *Members*

2. Shri M. C. Nanavatty, Adviser, Department of Social Welfare.
3. Km. Jamuna Bai, Central Social Welfare Board.
4. Smt. Shakuntla Lall, Association for Moral and Social Hygiene in India.
5. Dr. (Smt.) Jyotsna H. Shah, Director, Central Bureau of Correctional Services, Deptt. of Social Welfare.

#### *Member-Secretary*

6. Dr. Hira Singh, Asstt. Director, Central Bureau of Correctional Services, Department of Social Welfare.

The following will be the terms of reference of the Committee:—

- (a) To study the existing institutional and non-institutional programmes in relation to the needs and requirements in the field of moral and social hygiene in the country;

- (b) to study the institutional treatment provided at present to the girls and women in moral and social danger and also to study the facilities available by way of non-institutional services such as (i) family counsel centres, (ii) juvenile guidance centres; and
- (c) to make necessary recommendations/suggestions for improvement of the existing institutional and non-institutional services in the field and to suggest new programmes wherever necessary.

The Committee will decide its own *modus-operandi* and submit a report to the Department of Social Welfare within a period of 3 months from the date of its constitution.

No special remuneration will be paid for the membership of the Committee. The members will, however, be entitled to draw T.A./D.A. etc., for the journeys undertaken by them in connection with this assignment in accordance with the rules applicable to them in their respective Departments in the case of officials and at the rate admissible to Grade I officers of the Government of India in the case of non-officials.

(Sd.) KAILASH CHANDRA,

Commissioner (Social Welfare) and  
*Ex-officio* Joint Secretary.

Ordered that a copy of the Resolution be sent to—

- (i) the Chief Secretaries of all the State/Union Territory Governments.
- (ii) all the members of the Committee.
- (iii) Chairman, Central Social Welfare Board.
- (iv) Director, Central Bureau of Correctional Services, New Delhi.
- (v) The Association for Moral and Social Hygiene in India, 4, Rouse Avenue, New Delhi.

Sd/- J. S. TYAGI,

Under Secretary,  
to the Government of India.

## APPENDIX B

### CENTRAL BUREAU OF CORRECTIONAL SERVICES DEPARTMENT OF SOCIAL WELFARE

#### RAMAKRISHNAPURAM

NEW DELHI-22

*(Committee on Moral & Social Hygiene Programmes)*

*(Questionnaire for General Assessment and Evaluation)*

1. Name of the State:
2. Name and address of the Department, Organisation dealing with Moral and Social Hygiene Programmes in the State:
3. Please furnish the following information about the Governmental institutions for women and girls in moral and social danger in your State:

Sr. No.	Name of institution	Address of institution	Year of establishment	Type of institution	Capacity of institution	Daily average strength during 1966-67
1	2	3	4	5	6	7

4. Please furnish the following information about the non-governmental institutions for women and girls in moral and social danger in your State:

Sr. No.	Name of institution	Address of institution	Year of establishment	Type of institution	Capacity of institution	Daily average strength during 1966-67
1	2	3	4	5	6	7

5. Has your State Government framed rules/manuals for the management of the Government institutions.

Yes/No

If 'yes' please enclose two copies of the same and state whether these rules are quite adequate and satisfactory.

6. Are all the districts/areas in your State/ Union Territory sufficiently covered by the institutional facilities for women and girls in moral and social dangers? Yes/No

7. Please give a district-wise statement showing population and number of such institutions in each district.

8. If certain districts/areas are not covered by the institutional programme how such women and girls facing moral and social danger are taken care of?

9. If all the districts/areas are not covered do you suggest additional institutions for such districts? Yes/No

If so, please indicate number of new institutions geographically required to cover all districts/ areas in your State/Union Territory.

10. Does the number of institutions in your State/Union Territory commensurate with the need and demand for admission? Yes/No

11. Are the institutions over-crowded? Yes/No

12. Are the institutions under populated or have low intakes? Yes/No

If 'yes' please state reasons for the same.

13. Do you find the admission policy of these institutions satisfactory? Yes/No

If 'no' please suggest improvements.

14. Do you find the discharge policy of these institutions satisfactory? Yes/No

If 'no' please suggest improvements.

15. Do you think that separate institutions are necessary for short-term shelter and long-term of inmates? Yes/No

16. Can the same institutions at the district level service the purpose for both short-term and long-term requirements? Yes/No
17. Do you find the buildings of the institutions satisfactory from the following points of view:
- (a) Loding and boarding; Yes/No
  - (b) Educational and vocational purposes; Yes/No
  - (c) Office requirements; Yes/No
  - (d) Case work services; Yes/No
  - (e) Phychological/Psychiatric services; Yes/No
  - (f) Recreational and socio-cultural activities; Yes/No
  - (g) Medical services; and. Yes/No
  - (h) Staff quarters. Yes/No
18. Is the present staffing pattern in the institutions adequate for the case, protection, education, training, treatment and rehabilitation of the inmates? Yes/No
- If 'No' what additional staff do you suggest?
19. Do you find the emoluments and other working conditions of the staff satisfactory? Yes/No
- If 'No' what improvements would you suggest in their emoluments and working conditions in terms of their pay scales, allowances, housing amenities etc.
20. What is the present staff position to implement and supervise the moral and social hygiene programme at the State-level in the head office? Please enclose an organisational chart detailing lines of authority and communication at the Headquarters.
21. Do you find the supervisory staff of the Directorate adequately qualified and trained to meet the needs of the institutions? Yes/No
22. What is the policy regarding duration of stay of inmates in district-level and state-level institutions? Is it working well? Would you suggest any charges? Yes/No

23. Please offer your comments on the existing of affairs and for improvements on the following programmes in the institutions:

Classi- fication of in- mates	Educa- tional pro- gramme	Vocational training	Medical care	Care of children accom- panying mothers	Recreat- ional activities	Rehabili- tation and follow-up
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Which of the above services require to be strengthened?

24. Do you have adequate provisions for the care and healthy up bringing of the children of the inmates? Yes/No
25. Are wages paid for work by the inmates in the institutions? What are the rates in this regard?
26. Please give the names and addresses of the institutions which were originally set up under Moral and Social Hygiene Programme and subsequently declared as Protective Homes under the Suppression of Immoral Traffic in Women and Girls Act, 1956.
27. How far in your opinion, Moral and Social Hygiene Programme has succeeded in achieving objectives for which it was set up?
28. Are the provisions of the S.I.T. Act being fully enforced in your State? Yes/No  
If 'No' what suggestions would you like to offer in this respect.
29. Do you think that the institutional facilities for the implementation of the S.I.T. Act in your State/Union Territory are adequate?
30. Are you in favour of admitting cases under the S.I.T. Act to the institutions set up for the women and girls facing moral and social danger? Yes/No.  
If 'Yes' how do you meet the varied correctional needs of the two groups? Also state whether separate facilities for them within the same institution are feasible.



If 'no' what suggestions would you like to offer in this regard. Please opine whether separate institutions for the cases under the S.I.T. Act are practical and economically feasible.

31. Please furnish the following: (if available)
- (a) Number of cases produced before the Court under the S.I.T. Act, during 1966-67;

- (b) Number of cases admitted to the institutions *i.e.* Protective Houses under the S.I.T. Act during 1966-67.

32. Are the voluntary institutions for women and girls facing moral and social danger registered and licensed? Are they subject to any state supervision and control?

Yes/No

If 'Yes' under what Act?

33. Are there any rules for grant-in-aid to the voluntary agencies engaged in preventive and rescue work in your State? Please enclose two copies.

34. Please give your general opinion on the working of voluntary institutions in the field of moral and social hygiene.

35. Please indicate the machinery for supervision, inspection, and control of voluntary agencies by the State authorities.

36. What in your opinion would be the ideal location of an institution for women and girls in moral and social danger?

Inside the city  
or at the outskirts of the city.  
or away from the city.

37. Do you find enough coordination and co-operation between the Governmental and non-governmental agencies working in the field of moral and social hygiene?

Yes/No

If 'No' please suggest ways and means of strengthening the same.

38. Do you find enough co-operation from the Police with regard to the programmes in the field?

If 'No' please suggest ways and means of strengthening the same.

39. Please give a critical appraisal of the working of the institutions under Moral and Social Hygiene Programmes in your State/Union Territory.

Signature\_\_\_\_\_

Designation\_\_\_\_\_

Full Address\_\_\_\_\_



CENTRAL BUREAU OF CORRECTIONAL SERVICES  
DEPARTMENT OF SOCIAL WELFARE  
RAMAKRISHNAPURAM  
NEW DEHLI-22.

*(Committee on Moral & Social Hygiene Programmes)*

*Questionnaire on Institutional Services*

**I. General**

(a) Name of the State:

(b) Full name and address of the Institution:

(c) Date of Establishment:

(d) Type of the Institution:

Governmental/non-  
governmental.

(e) Nature of the Institution:

Reception Centre/  
District Shelter/  
State-level Home/  
other.

(f) Purpose of the Institution:

(g) Sanctioned strength of the inmates:

(h) Average daily strength of inmates during 1966-67.

(i) Does it function under any Management Committee/  
Advisory Committee/Executive Committee. If so,  
please enclose a copy of its rules and describe its  
composition:

(j) Coverage:                      District                      Towns                      Population

(k) Total annual budget:

**II. Socio-economic background of inmates:**

(a) Please give total number of inmates admitted during  
1966-67.

(b) Please furnish the following particulars about inmates admitted during the year:

Particulars	Types of Inmates							Total
	Destitute and homeless	Cases of family mal-adjustment conflict and desertion	Victims of kidnapping & abduction etc.	Illegitimate mothers	Men-tally & phys-ically handi-capped	Cases under the S.I.T. Act	Others	
1	2	3	4	5	6	7	8	9

Age: Below 16 years.  
16 years to below 21 years.

21 years to  
below 30 years  
30 years to  
below 40 years  
40 years and  
above

	Total
Religion:	Hindu Muslims Christian Others Total
Education	Illiterate Literate below primary Passed primary standard Passed Secondary standard Post Secondary Standard
	Total
Economic background of their family.	Below Rs. 130/- per month From Rs. 150/- to Rs. 500 p.m. Above Rs. 500/- p.m.
	Total

Marital status	Married Unmarried Widowed or divorced
Total	

### III. Disposal of Inmates:

- (a) Number of cases discharged during 1966-67;  
 (b) Please furnish the following details about disposed cases:

Length of institution- alisation	Mode of disposal									Total
	Re-con- ciled family or re- latives	Found emp- loy- ment	Marr- ied	Sent for prof- essio- nal train- ing	Tran- sferred to other insti- tution	Abs- con- ded	Re- leased under SIT Act	Died	Others	
1	2	3	4	5	6	7	8	9	10	11
Below 1 month										
1 month to below 3 months.										
3 month to below 6 months										
6 months to below 1 year										
1 year to below 2 years										
2 years to below 5 years										
5 years and above.										
Total										

### IV. Follow-up Services:

- (a) Please describe the agency for follow-up of inmates discharged from the institution:  
 (b) Please indicate the method of follow-up:

*Method*

*Frequency (e.g. weekly, monthly, quarterly etc.)*

- (i) Letters  
 (ii) Visits by the  
dischargees  
 (iii) Home visits by  
case workers or  
staff members.  
 (iv) Other method.

## V. Institutional Services:

- (a) Please indicate the arrangements for the following:
- (i) Education
  - (ii) Vocational Training
  - (iii) Medical treatment
  - (iv) Recreational and Socio-cultural activities
  - (v) Case work services
  - (vi) Psychological, psychiatric assistance
  - (vii) Rehabilitation and follow-up

## VI. Staffing Pattern:

- (a) Please furnish the following details:

Sl. No.	Designation	Age	Educational qualifications	Special training, if any	Pay-scale	Housing & other amenities, if any	Whether whole time or part-time
1	2	3	4	5	6	7	8

## VII. Buildings:

- (a) Owned or rented, if rented please state the monthly rent:
- (b) Total areas:
- (c) Details of accommodation:

Specification	Number	Area in sq. ft.	Capacity
(i) Office			
(ii) Dormitories			
(iii) Education class rooms			
(iv) Craft class rooms/workshops			
(v) Store room			
(vi) Kitchen			
(vii) Dining rooms			
viii) Sick rooms/Isolation rooms.			
(ix) Nursery or creche			
(x) Visitor's room			
(xi) Play-grounds			
(xii) Gardens			
(xiii) Staff Quarters			
(xiv) Any other			

Total

## **VIII. Annual Expenditure:**

- (a) Expenditure on Establishment—
  - (i) Administrative
  - (ii) Medical
  - (iii) Educational
  - (iv) Vocational
  - (v) Recreational
  - (vi) Case-work
  - (vii) Psychological/psychiatric
- (b) Expenditure on other Administrative charges and contingencies:
- (c) Expenditure on maintenance of inmates:
  - (i) Food.
  - (ii) Clothing, bedding and other equipment.
- (d) Total Expenditure during 1966-67.
- (e) Expenditure per inmate per month.

## **IX. General Assessment:**

- (a) Please give your opinion on the following:
  - (i) Building amenities
  - (ii) Staffing pattern
  - (iii) Admission and discharge policy
  - (iv) Educational programme
  - (v) Vocational programme
  - (vi) Medical Services
  - (vii) Case work services
  - (viii) Psychological and psychiatric services
  - (ix) Rehabilitation and follow-up of inmates
  - (x) Co-ordination with other agencies, such as, police, hospitals and welfare organisations.
  - (xi) Community awareness and publicity.
- (b) Is the institution able to accommodate all eligible cases for the area? Yes/No
- (c) Suggestions for further improvements.

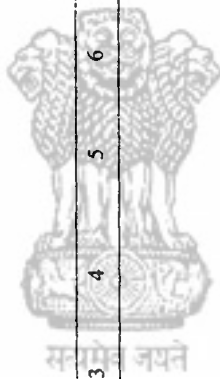
Signature . . . . .  
Designation . . . . .

## PROFORMA

*Information regarding non-institutional services for women and girls facing moral and social danger*

State of \_\_\_\_\_

Sl. No.	Name of programme with address	Whether Governmental or non-Governmental	Aims and objectives of the programme	Nature of activities	Year of establishment	Number of beneficiaries	Staffing patterns	Annual Budget	in-aid from the Government, if any, and rate of grant	Any other remarks
1	2	3	4	5	6	7	8	9	10	11





## **APPENDIX C**

### **LIST OF INSTITUTIONS VISITED BY THE COMMITTEE**

#### **Bihar**

##### **Name of the Institutions**

1. Protective Home, Patna.
2. After-care Home for Women, Patna.
3. Home for Unclaimed Children, Patna.
4. Probation Home, Patna.
5. V.D. Clinic, Patna.
6. District Shelter, Gaya.
7. Remand Home, Gaya.
8. State Branch of the A.M.S.H.I., Patna.

#### **Gujarat**

1. Vikas Grah, Ahmedabad.
2. Reception Centre, Ahmedabad.
3. District Shelter, Ahmedabad.
4. Beggar Home, Ahmedabad.
5. Jyoti Sangh, Ahmedabad.
6. Remand Home, Baroda.
7. Beggar Home, Baroda.
8. Statelevel Home, Baroda.

#### **Madras**

1. Abhaya Nila Yam, Madras.
2. Govt. Vigilance Home, Madras.
3. Stri Sadana, Madras.
4. After care Home for Women, Vellore.
5. Bal Mandir, Madras.

#### **Maharashtra**

1. Shardhanand Mahila Ashram, Bombay.
2. Juvenile Aid Police Unit, Bombay.

3. Reception Centre Chabur, Bombay.
4. Protective Home, Bombay.
5. Beggar Home, Bombay.
6. St. Catherine Home, Bombay.

### **Mysore**

1. Shanti Sadan, Bangalore.
2. Govt. Vigilance Home, Bangalore.
3. Probation Home, Bangalore.
4. Remand Home, Bangalore.
5. Beggar Colony, Bangalore.
6. Abhaya Ashram, Bangalore.

### **Punjab**

1. Protective Home, Sangrur.
2. Rescue Home, Jullundur.
3. Nari Niketan, Jullundur.
4. Vanita Ashram, Jullundur.

### **Rajasthan**

1. District Shelter, Udaipur.
2. Protective Home, Jaipur.

### **Uttar Pradesh**

1. District Shelter-cum-Reception Centre, Mathura.
2. Protective Home for Women, Meerut.
3. After care Home for Women, Meerut.
4. Vaishya Orphanage, Meerut.
5. V.D. Clinic, Meerut.
6. Observation Home, Meerut.
7. Govt. Observation Home, Kanpur.
8. Hostel for Working Women, Kanpur.
9. Non-institutional Services for Prevention of Juvenile Delinquency, Kanpur.
10. District Shelter, Unnao.
11. Protective Home, Banaras.

12. Observation Home, Banaras.
13. Approved School, Banaras.
14. After-care Home for Women, Lucknow.
15. School for Children of Prostitutes, Lucknow.

### **West Bengal**

1. All Bengal Women's Union, Calcutta.
2. Association for Moral and Social Hygiene, Calcutta-Branch.
3. All Bengal Women Union Home for Adults & Children, Calcutta.



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# APPENDICES

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# APPENDIX D

## GENERAL INFORMATION ON GOVERNMENTAL INSTITUTIONS WHICH HAVE RESPONDED TO THE QUESTIONNAIRE SHORT STAY INSTITUTIONS

Full name and address of the institution	Date of establishment	Type of institution	Nature of the institution	Purpose of the institution	Sanc-tioned strength of in-ma-tes	Ave-rage daily strength of in-ma-tes during 1966-67	Authority under whose control functions	Coverage District Town population	Total annual budget
1	2	3	4	5	6	7	8	9	10

### BIHAR

1. District Shelter-cum-Reception Centre, Mahaila, Murarpur, Gaya.	1958	Governmental	After-care programme	To provide protection to rescued girls fallen from their respective families to rehabilitate them.	25	6	Managing Committee	District Town	1 15000/-
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## GUJARAT

1. Reception Centre, Surendranag.	6-1 59	-do-	Reception Centre	Social & Economic rehabilitation of women who are in difficulty or rescued from moral danger.	40	12	-do-	District Town 6,63,206	1	20468.50
2. Reception Centre, Godhra.	1-6-65	-do-	-do-	Shelter, Protection, education, training of the socially handicapped women and girls.	40	30.20	-do-	District Town 14,68,946	1 2	26550.00
3. Reception Centre	9-11-64	-do-	-do-	Protection and Shelter to women and girls who are destitute, deserted and in moral danger and to rehabilitate them.	40	20.58	-do-	District 8,91,969	1	31548.00
4. Reception Centre, Palampur.	March 1958	-do-	-do-	To help socially and morally handicapped women and to rehabilitate them.	40	17	-do-	District Town 30,000	1 1	25604.00

1	2	3	4	5	6	7	8	9	10
5. Reception Centre Ahmedabad.	21-2-63	Governmental	Reception Centre	Protection & rehabilitation of women and girls who are socially handicapped and are in moral danger.	40	30	Managing Committee	—	39503.45
KERALA									
1. Abala Mandir, Tellicherry, Cannanore district.	1-10-1961	-do-	District Shelter	Accommodation and rehabilitation of destitute women.	25	22	-do-	District Town 1 1	10250.00
2. Rescue Shelter, Alleppey.	1958	-do-	-do-	To give shelter for those in moral danger.	25	20	-do-	Distt. Population 1.4 lacs	18000.00
3. Rescue Shelter, Qutlon.	1958	-do-	-do-	Shelter for women in moral danger.	25	20	-do-	Distt. 90900	18000.00
4. Rescue Shelter, Trivendrum.	1958	-do-	-do-	Shelter for women in moral danger. Also to func-	25	23	-do-	Distt. 2.4 lacs	18000.00

5. Abala Mandir, Alleppey.	23-3-61	-do-	Distt. level Home	To give protection and shelter to destitute women.	25	23	-do-	Distt.	1	15500.00
6. Abala Mandir, Calicut-4.	23-1-62	-do-	Distt. Home	Care, protection, shelter and rehabilitation of destitute women and girls.	25	20	-do-	Distt.	1	—
7. Abala Mandir P.O. Puthur, Distt. Palghat.	11-12-61	-do-	Distt. Shelter	To care, maintain and rehabilitate the destitute women.	25	14	-do-	Distt.	1	12500.00
8. Abala Mandir, Kottayam.	13-9-61	-do-	-do-	Care, protection and rehabilitation of destitute women.	25	18	-do-	Distt.	1	13000.00
9. Rescue Shelter, Kottayam.	1958	-do-	-do-	To provide shelter for women in moral danger.	25	18	-do-	Distt.	1 52.5 thousands	15500.00



1	2	3	4	5	6	7	8	9	10
10. Rescue Shelter, Palghat	16-3-58	Grant-in-aid run by Govt.	Other	(i) Intended for women and girls dealt with under the S.I.T. Act. (ii) Come volun- tarily for admission.(iii) those sent by other social wel- fare agencies.	100	13	Managing Committee	—	15500.00
11. Abala Mandir, Quilon.	28-8-61	Govern- mental	Distt. Shelter	—	25	14	-do-	Distt.	1 16000.00
MADHYA PRADESH									
1. Reception Centre, Gwalior.	16-5-61	-do-	Reception Centre	To give shelter to the wo- men who happened to fall in im- moral traffic and to find means for their reha- bilitation.	25	7	Advisory Committee Division	Gwalior	13758.77
2. Reception Centre, Burhanpur.	27-2-65	-do-	-do-	—	20	9	-do-	Khandwa; Burhanpur 1 lakh	6620.00

# MYSORE

1. Reception Centre, Belgaum.	20-11-59	-do-	-do-	Restoration and rehabilitation of the women and girls under the S.I.T. Act voluntary cases of destitution, helpless, unmarried mothers etc.	40	24	Managing Committee	Distt Belgaum I crore	25075.00
2. Reception Centre, Shinoga.	11-9-60	-do-	-do-	(i) Reformation and rehabilitation of fallen women and girls, (ii) Protection and rehabilitation of deserving voluntary women and girls.	40	20	..	—	15,000.60
3. Govt. Vigilance Shelter, Mangalore-4.	March, 1959	-do-	-do-	Working- under the S.I.T. Act.	50	13	Run by Govt.	Distt. Town	1 20,000.00
4. Reception Centre, Raichur.	26-3-62	-do-	-do-	Rehabilitation	30	22	Managing Committee	..	..

1	2	3	4	5	6	7	8	9	10
5. Reception Centre, Roberstonpet.	1-6-62	Governmental	Reception Centre	Functioning under the S.I.T. Act	40	19	Managing Committee	Distt. Kolar above 1 lakh	31,687.34
6. Govt. Vigilance July, 1958 Shelter, Bangalore-4.		-do-	-do-	Protection and shelter to women and girls in moral danger.	40	60	-do-	..	48-858.44
7. Reception Centre, Jorapur.	1958	-do-	-do-	Correction and rehabilitation.	40	10	-do-	..	17,450.00
<b>MAHARASHTRA</b>									
1. Reception Centre, Bhandara.	15-2-58	-do-	-do-	To give shelter to needy women especially to help unmarried mothers and widows while they are carrying.	40	37.37	-do-	Distt. Bhandara	34,100.00
2. Reception Centre, Sawantwadi	27-1-59	-do-	-do-	To give temporary shelter.	25	17.17	Advisory Committee	Distt. Ratnagiri Town Sawantwadi 17,000	28470.00

3. Reception Centre, Bombay-71.	10-3-59	-do-	-do-	To give shelter to destitute, deserted and victimised women and girls.	40	27	Managing Committee	..	49,960.00
4. Reception Centre, Panvel, Distt. Kolaba.	Jan. 1958	-do-	-do-	To rehabilitate the rescued women.	25	1	-do-	Distt. Kolaba Town Panvel	19000.00
5. Reception Centre, Nasik.	6-11-58	-do-	-do-	To provide shelter and protection to needy women.	15	20	Advisory Committee	Nasik 1,00,000	27650.00
<b>MADRAS</b>									
1. Vigilance Reception Centre, Vellore.	1-2-60	-do-	-do-	Intended for receiving girls and women who await interrogation trial under S.I.T. Act and providing intermediary custody.	25	3	—	North Arcot Distt.	15,00.00
<b>UTTAR PRADESH</b>									
1. District Shelter-cum-Reception Centre, Pauri Garhwal.	March, 1958	-do-	-do-	To provide shelter to inmates in moral danger, destitute and	25	5	Managing Committee	Town Kotalwar 1,500	6,000.00

1	2	3	4	5	6	7	8	9	10
				absconders & make efforts to rehabilitate them.					
2. Distt. Shelter, Gazipur.	25-3-58	Governmental	Reception Centre	..	25	..	Managing Committee	Distt. 1,30,000	2 41,45.00
3. District Shelter/ Reception Centre, Haldwani.	March, 1958	-do-	Reception To admit men under S.I.T. Act, Distt. Shelter. Destitute and abducted to be transferred to After-care Home for their rehabilitation.		15	6	-do-	Distt.	3 8,673.00
4. District Shelter, Reception Centre, Allahabad.	1958	-do-	District Shelter	To protect women in moral danger.	15	20	-do-	-do	12,563.00
5. District Shelter, Tehri Garhwal.	28-6-58	-do-	Reception Centre/ District Shelter	To provide care and protection to women and girls in moral danger.	25	8	-do-	..	2,381.21
6. District Shelter, Unnao.	1958	-do-	Reception Centre	To provide care and protection to women & girls.	25	3	Advisory Committee	Distt.	2 7,600.00

# RAJASTHAN

1. District Shelter, Kota.	26-1-58	-do-	State-level	Protective Homes for Social Defence.	25	15	Managing Committee	Distt. Towns 1436452	3 21	17,820.00
2. District Shelter, 1959 Udaipur.		-do-	Distt. Shelter	For providing shelter to girls and women under the Act of Immoral Traffic in Girls & Women Act, 1959.	25	5	..	Distt. Town 1426840	1 1	14,000.00
3. Zila Mahila Ashram Garh, Jaipur.	19-2-59	-do-	-do-	Women's welfare	25	20	Managing Committee	..	..	..
4. District Shelter, Jodhpur.	16-5-58	-do-	-do-	For receiving groups of persons in moral danger, rescued women, unattached women, wayward girls, persons discharged from jails on probation.	25	22	-do-	Distt. Towns 50 lacs (appx.)	10 25	..
5. District Shelter, Bharatpur.	26-1-58	-do-	-do-	To uplift and promote the well-being of fallen sisters.	25	8	-do-	Distt.	1	17,810.00

1	2	3	4	5	6	7	8	9	10
Full name and address of the institution	Date of establishment	Type of institution	Nature of the institution	Purpose of the institution	Sanctioned strength of inmates during 1966-67	Average strength of inmates	Authority under whose control functions	Coverage District Town population	Total annual budget

#### ANDHRA PRADESH

1. State Home for Women, Ameerpet, Hyderabad-16.  
Jan. 1958  
Governmental  
State-level  
To rehabilitate the socially handicapped women in a healthy way in the society.  
100  
54  
Managing Committee  
--  
177023/-
2. State Home for Women, Rajahmundry.  
19-8-57  
-do-  
-do-  
Rehabilitation of Orphans, deserted wives and widows.  
100  
77  
-do-  
6 Distt.  
125650/-
3. State Home, Kurnool.  
29-3-60  
-do-  
-do-  
To provide permanent rehabilitation through means of self reli-  
75  
73  
-do-  
21 Distt.  
51000/-

ance. Facilities of education upto S.S., L.C. and E.S. L.C. and various training courses which are suitable to them.

#### ASSAM

1. State Home for Women, Nov-May, 1958

To provide shelter and protection to the socially & economically handicapped who require social adjustment for rehabilitation in society.

To provide shelter and protection to the socially & economically handicapped who require social adjustment for rehabilitation in society.

-do-

-do-

49

Managed by Govt. Assam 5544643

27430/-

2. State Home for Women, Gauhati-14, 14-1-57

To provide shelter, care training to women and girls rescued from moral danger.

-do-

-do-

38

Managing Committee Covers entire State

60062/-

3. Home for destitute women and helpless widows, Gauhati, 1-10-64

To give shelter to women who are helpless destitute and divorced and to rehabilitate them.

-do-

-do-

31

-do-

32942/-



1 2 3 4 5 6 7 8 9 10

BIHAR

1. State After-care Home, Patna-8. Sept. 1958 State-level 100 To make them- selves reliant and absorb them in so- ciety. 75 Managing Committee 86043.81

2. State Protective Home Belwar- ganj, Patna-7. Dec., 1964 -do- -do- 50 To accommo- date inmates apprehended under the S.I.T. Act, destitute and kidnab- ping and ab- ducting cases. 10 Under Govern- ment level 32000/-

GUJARAT

i. State Home for Women, Nizam- pura, Baroda. 18-11-58 -do- -do- 100 To help women and children in moral dan- ger and to- promote social health. 48 Managing Distt. i Commi- Town 1 tee App. 7 lacs 50000/-

2. State Home for Women, Surat. 17-12-57 -do- -do- 100 To give shelter to any woman in distress and rehabilitate her. 22 Managing Distt. 1 Commi- 1313823 tee. 50000/-

## KERALA

1. Rescue Home, 22-3-57 -do- 100 36 -do- Distt. 1 51000/-  
Ernakulam.

2. After-care Home 12-2-67 -do- 100 Nil -do- Distt. 1  
for Adolescent Town 1 27000/-  
Girls, Quilon.

## MADHYA PRADESH

1. State Rescue 28-4-60 -do- 50 30 Board of  
Home, Indore. (Rescue S.I.T. Act, visitors  
Homes) 1956. under  
S.I.T.  
Act.

2. State Protective Sept., -do- 30 7 -do- ..  
Home, Raipur. 1965 (Rescue S.I.T. Act, 20009/-  
(Home) 1956.

## MYSORE

1. State Rescue June 93017/-  
Home, Pollary. 1958 -do- 100 92.8 Manag- All cases  
To uplift the irrespec-  
downtrodden tive of  
women and place.  
girls coming  
under the pur-  
view of the  
S.I.T. Act.

2. State Home for 13-3-59 -do- 100 10.60 -do- Distt. 11  
Women, Mysore. To give shelter Towns 93  
to the women  
and girls in  
distress and  
prevent im-  
moral traffic.

1	2	3	4	5	6	7	8	9	10
3.	State Home for Women, Gulbarga.	October 1959	Govern-mental	State level	Protective Home under S.I.T. Act.	50	16	Managing Committee Gulbarga, Raichur & Bihar.	25000/-
MAHARASHTRA									
1.	State Home for Women, Nagpur.	8-12-57	-do-	-do-	To rehabilitate the needy women.	100	58	Advisory Committee N.A.	40000/-
2.	Sardar Manzil Ghati, Aurangabad, Maratwada.	1-3-55	-do-	-do-	To give shelter to socially handicapped ladies.	100	39	-do-	—
MADRAS									
1.	Protective Home, Tiruchirapalli-I.	1-2-59	-do-	-do-	To give shelter food, cloth- ing for young women and girls in moral danger. Edu- cate-cum-cor- rection of in- mates.	100	59 adults 4 babies	Home Dep't.	52400/-
2.	Govt. Vigilance Home, Mylapore, Madras.	1986	-do-	-do-	Reformation, training and rehabilitation of girls com- ing under the S.I.T. Act and women and girls ex-	10 75	71 56	-do-	183410/-

3. Govt. After-care Home for Women, Vellore.	2-6-57	-do-	After-care Home	100	27	State Govt.	Vellore town	56800/-	posed to moral danger.
UTTAR PRADESH									
1. State After-care Home for Women, Lucknow-3.	Feb., 1952	-do-	State level	100	68	Managing Committee.	Covers entire town.	106863/-	To rehabilitate the inmates of different institutions after their discharge from the institutions.
2. Govt. Rescue Home, 36, Old Rajpur, Distt. Dehradun.	Oct., 1956	-do-	-do-	100	48	-do-	-do-	58277.23	To provide shelter and rehabilitation of the deserving cases who are victims of moral danger or fallen women.
3. Govt. Protective Home, Varanasi.	Feb. 1961	-do-	-do-	75	62	Advisory Committee	9 distts.		To keep care and protection on the inmates re-covered from brothels and admitted under the violation of various section of

1	2	3	4	5	6	7	8	9	10
				I.P.C. The main aim of the institution is to train the inmates to quit. They may be able to adjust them in present socio-economic set up of the country.					
4. State Protective Home, Meerut.	25-2-61	Govern-mental	State level	To give shelter to girls under the S.I.T. Act and women in moral danger and to re-habilitate them.	50	48	N.A.	12 Distts. population 1.15 crores	46000/-
5. State After-care Home for Women, Meerut	20-3-67	-do-	-do-	It aims to help destitute deserted widows for better adjustment in society.	100	95	Managing Committee	Meerut Distt.	111591/-
<b>JAMMU &amp; KASHMIR</b>									
1. Destitute Women's Home, Jammu.	2-2-59	-do-	-do-	To rehabilitate the destitute women and children.	25	22	N.A.	Jammu R.S. Pure 150000	31960/-

2. Destitute Women's Home PUNCH.	10-10-61	-do-	-do-	Social Welfare for destitute Women.	50	46	Govt.	Jammu & PUNCH 12 lacs	45000/-
RAJASTHAN									
1. State Rescue Home, Jaipur.	March, 1957	-do-	-do-	Reformation-rehabilitation.	100	90	Management Committee.		99340/-
2. Govt. After-care Home for Women, Ajmer.	25-1-58	-do-	-do-	It aims to help destitute, deserted, homeless women for better adjustment in the society.	100	45.5	-do-	Entire State	50660/-
DELHI									
1. After-care Home for Women, Khyber Pass, Delhi.	1958	-do-	-do-	To work for the rehabilitation of the socially handicapped women through education and training programmes.	30 women 40 children 84 (W) 41 (C)		-do-	Entire Delhi	118500/-

## APPENDIX E

**Copy of the letter No. 23,166-P-II, dated the 8th March, 1956 from the Ministry of Home Affairs, Government of India addressed to the Chief Secretaries to State Governments (except Jammu and Kashmir).**

As the State Government may be aware, the Central Social Welfare Board set up some time ago two Advisory Committees, one on 'Social and Moral Hygiene' and the other on 'After-care Services'. The Board have since received the reports of these two committees, and the Government of India understands that copies of the same are being forwarded to the State Governments by the Board themselves. On the basis of the two reports referred to above, the Board have made some proposals in regard to a few of the more important and urgent recommendations contained in the reports, involving the establishment of certain institutional services in the States. The proposals have since been considered by the Government of India.

2. I am desired to say that subject to such comments as the State Government may wish to offer, the following proposals are now under consideration:—

1. *State Homes and District Shelters*: The intention is to establish various types of 'Homes' as mentioned below, at which provision will be made for rehabilitating the inmates of the Homes as useful members of society after giving them training in suitable crafts and professions:—

- (a) One Home in each State for rescued women, for whom a fairly long period of social and environmental adjustment may be necessary, prior to giving vocational training;
- (b) two homes in each State, one for men and another for women, for the after-care of persons discharged from correctional institutions like jails, reformatories, etc. In these it is proposed to have training-cum-production units where suitable crafts or trades will be taught to such persons with the ultimate object of settling them in gainful employ-

ment or on useful trades. These persons will be permitted to stay in the Homes only till such time as may be needed to enable them to stand on their own feet.

- (c) two Homes in each State, one for men and another for women where short term rehabilitation services will be provided for persons discharged from non-correctional and care institutions; the intention is that admission to these Homes should be strictly limited to persons coming out of non-correctional and care institutions, for whose ultimate rehabilitation there are, and can be, no suitable arrangements in the latter institutions themselves;
- (d) in each of the above Homes, it is proposed to have a separate section for young persons between the ages of 16 and 21; and
- (e) arrangements in each Home will be roughly for 100 inmates.

**B. At the District-level:—**

- (a) One Shelter for two neighbouring districts, for receiving groups of persons requiring after-care and for housing them for a temporary period, i.e., pending their transfer to one of the State Homes mentioned above, each Shelter will house both men and women, in separate halves, and the period of stay will not normally exceed three months and may be as short as a few days;
- (b) One Reception Centre between two districts, wherein women rescued from moral danger will be temporarily lodged as in the Shelter at (a) immediately above; and
- (c) each of the above two units will have arrangements for 25 inmates.

**2. Management and Co-ordination:** It has been suggested that for assisting the State Governments in the implementation of the above programmes, the State Social Welfare Boards, suitably strengthened with the addition of the requisite number of persons with experience of such work, at their next re-constitution, may serve as the Advisory bodies.



As regards the day-to-day management and working of the Homes, managing committees consisting of officials and non-officials, are proposed to be set up for each Home or Shelter, etc., as the case may be; it has also been suggested that these should include necessary experts in the respective fields which the Home are intended to cover. The Committees may be constituted by respective State Governments in consultation with the Central Social Welfare Board, half the number of members being nominated by the State Governments and half the number by the Central Social Welfare Board in mutual consultation.

*3. Selection and training of Personnel for running the Homes:* The recommendations of the Central Social Welfare Board on these points are being awaited and will be communicated to the State Governments as soon as they are received and considered by the Government of India. If, however, in the mean time the State Governments have any suggestions to make specially in regard to the selection of personnel like Home-Superintendents, they may kindly be forwarded to the Government of India.

*4. General Principles:* The adoption of the above arrangements in regard to various Homes proposed should be subject to the general rule that after care services are best entrusted to voluntary non-official organisations, and it is only where such organisations do not exist that the State need provide the services proposed. In other words, the possibility of setting up non-official bodies and getting them interested in this work should be fully explored before an exclusively governmental organisation or a semi-governmental organisation is devised for the purpose; as far as possible where competent non-official organisations exist already and have been doing useful work, they should be assisted to improve and extend their services, instead of parallel services being provided through new organisations.

*5. Financial Arrangements:* The schemes outlined above are estimated to involve an expenditure of about Rs. 10.5 crores during the period of the Second Five Year Plan towards which an exclusive contribution of about Rs. 3.5 crores is proposed to be made by the Government of India in the Ministries of Commerce and Industry, Health and Labour. The balance, it is proposed, should be equally divisible between the Centre, in the Ministry of Home Affairs and the States. The Planning Commission have agreed to a provision of Rs. 3

crores in the State Plans in order to enable the States to participate in the programme.

The cost of each State Home has been roughly estimated at Rs. 2.4 lakhs for the period of the Second Plan, of which the recurring cost may be of the order of Rs. 66,000 p.a. per Home; that of each District Shelter has been estimated at Rs. 1.0 lakhs for the same period, the entire amount being recurring in nature *i.e.*, at the rate of Rs. 20,000 p.a. In addition, a provision of Rs. 1 crore has been suggested for financing training programmes and for setting up 100 production units at the cost of Rs 2.5 crores, on the basis of one unit per Home plus a few independent units so as to cover the needs of the State Homes as well as of the District Shelters/Centres. A lump sum provision of Rs. 50 lakhs has also been made for meeting the cost of buildings; this is based on the presumption that in many cases, buildings would either be available free from private donors or taken on rent.

3. I am desired to request that the State Government may kindly communicate to the Government of India, at a very early date, their considered views on the above proposals, more especially about their willingness to participate in the schemes in terms of the financial arrangements mentioned in sub-para (5) of para 2 above, the pattern of arrangements for the management and working of the various institutions referred to in this letter and the recruitment and training of the personnel required for running these institutions. They may also kindly indicate how the District Units are likely to be distributed and investigate even now the availability of buildings for housing these units as well as the State Homes and the probable expenditure on reconditioning or additions to these buildings where necessary.