

Evaluation Study on Construction of Hostels For SC Boys & Girls

ALL INDIA

(REPORT)



**Programme Evaluation Organisation
Planning Commission, New Delhi,
April, 2009**

CONTENTS

Chapters	Topic	Page No.
	Preface	I-II
	Executive Summary	i-xiii
Chapter - 1	Introduction	1 – 2
	- Background of the Scheme	
	- Objective of the Scheme	
	- Guidelines for Initiating Hostel Proposal	
	- Procedure for obtaining Central Assistance	
	- Evaluation Study	
	- The Scheme in Selected States	
Chapter – 2	The Evaluation Study – Objectives & Methodology	3 – 6
	- Objective of the Study	
	- Sample Design	
	- Reference period of the Study and Starting of field survey	
	- Methodology/Instruments used for Data Collection	
	- Data Analysis and Report Writing	
Chapter – 3	Planning, Implementation & Monitoring Method of Scheme	7 – 19
	- Role of Nodal Ministry	
	- Role of State Nodal Department	
	- The Level at which Proposals Initiated	
	- The Approval Procedures of the Scheme	
	- The Process of Implementation of the Schemes in the State vis-à-vis General Guidelines	
	- Achievements of Physical Targets	
	- Role of PRIs/Local Bodies under the Scheme in Construction & Maintenance of the Hostels	
	- Local Political/Bureaucratic Interference in Selection of Hostel Sites	
	- Objective Criteria for Selecting the Location of Hostel	
	- Inspection by State/District Administrative Authorities	
	- Involvement/Role of NGOs	
	- The Monitoring and Reporting System Prevailing under this Scheme, Including the Construction Stage	
Chapter – 4	Allocation of Grants and Expenditure on Hostel	20 – 27

	- Funding Pattern under the Scheme	
	- Modality of Release of Fund	
	- Release of State Share	
	- Release of Central Share	
	- Utilization of fund	
Chapter – 5	Functioning and Suitability of Hostels including Facilities provided to Inmates	28 - 49
	- The Suitability of Locations	
	- Layout of Construction in Case of New Hostels	
	- Use of Hostels Constructed under the Scheme	
	- Availability, Quality & Maintenance of Facilities Provided in the Hostels	
	• Dining Hall cum Kitchen in the Hostel	
	• Food Provided to the Inmates and its Quality	
	• Annual Charges Paid in the Hostel	
	• Maintenance of Hostel Toilets	
	• Water Supply to the Hostels	
	• Supply of Food grains at Concessional Rates to SC Hostels	
	- Facilities Provided to the Inmates	
	- The Role of Nodal Department in Management and Maintenance of the Hostels	
Chapter – 6	Observations on the Impact of the Scheme	50 – 55
	- The Outcomes of the Scheme in Terms of Availability and uses of the Hostel by the Target Group	
	- Impact of Scheme on Educational Development of SC Boys and Girls 2001 Census	
Chapter – 7	Recommendations	56-57
	Project Team	58

PREFACE

The Centrally Sponsored Scheme (CSS) of **construction of new hostels as well as expansion of existing hostels for SC girls was initiated** in 1963-64 so as to give an impetus to education of girls belonging to the SC community. During 1989-90, based on the recommendations of the Working Group on the Development and Welfare of SCs and STs, this scheme was extended to SC boys also. The scope of the scheme was enlarged further to cover institutions of higher education/learning such as colleges and universities.

The main objective of the CSS is to provide free boarding and lodging facilities in the hostels for SC boys and girls studying at Schools and Colleges/University levels. In order to integrate the SC students with the mainstream, 10 percent of total accommodation in such hostels was left for non-SC students.

At the instance of the Ministry of Social Justice and Empowerment, the Programme Evaluation Organisation, Planning Commission, conducted an evaluation study of the scheme in 8 selected states. The study was launched in November, 2004 with the following objectives:

- (i) To study the approval procedures of the proposals for construction of hostels.
- (ii) To study the process of implementation of the scheme in various States vis-à-vis the guidelines.
- (iii) To assess financial & physical performance of the scheme.
- (iv) To assess the extent of utilization of hostel facilities by the target group.
- (v) To study the monitoring & reporting system prevailing under this scheme, including that at construction stage.
- (vi) To assess the outcome of the scheme in terms of the use of the hostels by the target groups.

In order to generate the required data base the study covered 185 hostels from CSS, 65 hostels from 100 percent state funded and 15 hostels constructed by NGOs which were sampled from Eight selected states, namely, Andhra Pradesh, Bihar, Haryana, Karnataka, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh. Besides, two Central Universities (JNU-Delhi and Central University, Hyderabad) were also covered in the study.

The main findings of the study are as follows:

- The construction agency in most cases was the state PWD which took up construction work through approved contractors.
- The hostels, after completion, were handed over to the concerned District Social Welfare Officer in most of the states.
- The Panchayati Raj Institutions/local bodies played very little role in most states.
- The visit of the district officials to the hostels either during the construction period or later was casual in most states.
- The time taken in release of the state share to construction agencies varied considerably from state to state from two months to six months or even more after the release of central share.
- About 80 percent of the hostels were found functional at the time of visit of PEO's study team. Most of the non-functional hostels were in Uttar Pradesh. Whereas Bihar had three such hostels followed by Karnataka and Orissa which had two each. This was due to absence

of basic requirement/amenities, wrong selection of site and without assessing the need for SC students in that area.

- About 6 percent of the hostels were found being used for other purposes such as office, library, class rooms etc. All these hostels were in Bihar, Orissa and Uttar Pradesh.
- Fifteen hostels in five states namely Haryana, Karnataka, Madhya Pradesh, Orissa and Uttar Pradesh were under construction at the time of visit of the study team to these hostels. Out of these 15, in six cases, the construction had been stopped due to land disputes in the case of Uttar Pradesh and due to constraint of funds in Karnataka.
- Hostels were overcrowded in Andhra Pradesh, Karnataka, Orissa and Rajasthan where average occupancy per room exceeded 10 and upto 30 or even beyond this number in some hostels of Andhra Pradesh. On the other hand, hostels in Bihar, Haryana, Madhya Pradesh and Uttar Pradesh, were underutilized.
- In the hostels under 8 districts of Uttar Pradesh and 8 districts of Bihar, inmates themselves cooked food in their rooms as the servant cum cook appointed for the purpose were reported to be deployed elsewhere by the authorities.
- In almost all the hostels, maintenance of hostel building and toilets was unsatisfactory.
- 90 percent hostel Wardens reported that the release of fund for salary of hostel staff was received in time. However, grant for meeting day to day maintenance expenditure was in time only in 56 percent cases.
- The scheme had significant outcome in terms of establishment of hostels in three states only namely Andhra Pradesh, Madhya Pradesh and Karnataka. Other states i.e. Orissa and Rajasthan did not take full advantage of the scheme while the scheme totally flopped in Bihar with negligible effect.
- On the whole, the hostels benefited the target group of very poor SC/ST students coming for studies from long distances. But the outcome in Bihar has been poor.

The performance of the programme could considerably be improved if the suggestions made in the report could be suitably implemented.

The study received continuous support and encouragement from Hon'ble Deputy Chairman, Planning Commission and Member (Evaluation), Planning Commission. The study was designed and conducted under the direction of Shri K.N.Pathak, the then Deputy Adviser in PEO. The services of Institute for Resource Management and Economic Development, Delhi were availed for tabulation, interpretation and analysis of data and preparation of report. Shri L.N.Meena, Economic Officer, PEO assisted the research institute in Data processing, Chapter Plan, Tabulation & report drafting under the guidance of Project Director Sh.K.N.Pathak. Dr.R.C.Dey, Director, PEO gave a final shape to the present report and Mrs. Godhuli Mukharjee, Director, REO, Kolkata edited the same under guidance of Dr. Davendra Verma, Adviser (PEO) and my supervision. The list of the Officers involved in the study is given at the end of the report. The help and cooperation received from all of them is gratefully acknowledged.

S.Bhavani
Sr.Adviser(PEO)

New Delhi
Dated: April, 2009

Executive Summary

I. Background & Objectives of the Scheme

- Construction of hostels within or near to the campus of educational institutions was visualized by planners as one of the means to enable and encourage boys and girls belonging to Scheduled Castes(SC) community to improve access to education. Government of India, therefore, started the Centrally Sponsored Scheme (CSS) of construction of new hostels as well as expansion of existing hostels for SC girls in 1963-64 so as to give an impetus to education of girls belonging to the SC community. During 1989-90, based on the recommendations of the Working Group on the Development and Welfare of Scheduled Castes and Scheduled Tribes, this scheme was extended to SC boys also. The scope of the scheme was enlarged further to cover institutions of higher education/learning such as Colleges and Universities.
- The main objective of the CSS is to provide free boarding and lodging facilities in the hostels for SC boys and girls studying at Schools and Colleges/University levels. In order to create social homogeneity and equity 10 percent of total accommodation in such hostels was left for non-SC students.
- The Ministry of Social Justice and Empowerment which is the nodal ministry for construction of hostels for SC boys and girls, invites applications from areas having:
 - (i) High concentration of SC population and Low literacy among SCs in the area.
 - (ii) Inadequate hostel facilities
 - (iii) Adequate availability of school going SC children.
 - (iv) Adequate number of educational institutions
 - (v) Good accessibility and safety of girl students.
- The Ministry has also laid down certain procedures for obtaining central assistance for construction of hostels for SC boys and girls.

Evaluation Study

- At the instance of the Central Ministry, the Programme Evaluation Organisation, Planning Commission, conducted an evaluation study of the scheme in 8 selected states. The study was launched in November, 2004.
- The study covered the period from 1963-64 to 2002-03. But for the selection of sample, hostels constructed during 1992-93 to 2002-03, were considered.

The Broad Objectives of the Evaluation Study:

- (i) To study the approval procedures of the proposals for construction of hostels.
- (ii) To study the process of implementation of the scheme in various States vis-à-vis the guidelines.
- (iii) To assess financial & physical performance of the scheme.
- (iv) To assess the extent of utilization of hostel facilities by the target group.
- (v) To study the monitoring & reporting system prevailing under this scheme, including that at construction stage.
- (vi) To study the role of nodal Departments at the State/UT level and those at the district/block level in proper utilization, maintenance and upkeep of the hostels.
- (vii) To assess the outcome of the scheme in terms of the uses of the hostels by the target groups.
- (viii) To analyze the impact of the scheme on educational attainment of SC boys and girls during the period between 1991 census to 2001 census.

II. Methodology

- Eight States where the scheme had made considerable progress and representing different regions namely Andhra Pradesh, Bihar, Haryana, Karnataka, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh, were covered in the sample survey. Besides, Two Central Universities were also covered in the evaluation study.
- Sixty eight districts constituting about 20 percent of the districts of the selected states were covered in the sample for detailed study. These districts were selected from two types of states namely (i) those having hostels more than the average number of hostels per district and (ii) those having hostels less than the average number of hostels per district.
- It was decided to canvas a supervisor schedule from one official in each hostel involved in construction/supervision of construction of the hostels.

- This was restricted to hostels constructed under the centrally sponsored scheme (CSS) only as relevant information regarding state funded hostels were not likely to be available readily.
- In all, 185 hostels from CSS, 65 from 100 percent state funded and 15 constructed by NGOs, were covered under the study.
- Ten boarders per hostel upto the sanctioned strength of 100 and 5 boarders per hostel having the sanctioned strength of less than 100, were selected. In all, 1417 inmates were covered in the study.
- Two ex-inmates subject to availability were selected randomly from each hostel. A total of 368 ex-inmates were contacted during the study.
- A total of 210 knowledgeable persons, i.e. roughly one per hostel, were also contacted to elicit their views regarding functioning of such hostels.
- Two Central Universities (JNU-Delhi and Central University, Hyderabad, Andhra Pradesh) and five State funded Universities from Haryana were covered under the study.
- Nine types of schedules as per details provided below were administered for getting information at different levels.

Type of Schedule	No. Canvassed
State Level*	7
District Level**	67
Officials involved in Construction Level	191
Hostel Wardens	211
Inmates	1417
Ex-inmates	368
Knowledgeable Persons	210
NGOs Level	8
University Level Schedule***	7

* Indicates that State Level Schedule of Uttar Pradesh has not been received so far.

** As new district Sant Kabir Nagar not having its own staff, its work was carried out by the staff of Basti district. Therefore only one district level schedule was canvassed for the both districts viz. Basti and Sant Kabir Nagar.

*** 2 Central Universities (JNU, Delhi & Central University, Hyderabad) +5 State Funded Universities in Haryana.

III. Planning, Implementation and Monitoring

- The Ministry of Social Justice and Empowerment, GOI had formulated certain guidelines for initiating proposals and obtaining central assistance for construction of hostels for SC boys and girls. Proposals in the prescribed form received by state governments from the level of district and down below for construction of hostels were forwarded to the nodal Ministry for getting necessary sanction. The Ministry, in turn, examined the physical and financial progress of the hostels sanctioned earlier and released necessary funds to the concerned states for construction of such hostels.
- For release of funds by the nodal ministry, the following requirements were considered.
 - (i) A certificate regarding availability of land
 - (ii) Site plan of the proposed hostels
 - (iii) A certificate that the estimates are prepared as per latest PWD/CPWD norms.
 - (iv) Detailed cost estimates of the proposed hostel
 - (v) Physical progress of hostels constructed since 1992.
 - (vi) Hostel-wise, year-wise statement of utilization of State as well as Central shares in the prescribed proforma.
 - (vii) Matching share of State Governments/Universities/NGOs.
- In most of the States, Department of Social Welfare at the state level acted as the nodal department for construction of hostels for SC boys and girls. It implemented the scheme through its administrative setup at the district level and down below in different areas.
- Proposals for construction of hostels were initiated at different levels such as district, taluka and panchayat.
- The approval for construction of hostels was generally given by the state nodal department i.e. the Department of Social Welfare, after ensuring the fulfillment of prescribed norms under the guidelines.
- Number of hostels to be constructed every year depended largely on the availability of funds.
- State Public Works Department (PWD) provided technical help such as approval of design, cost estimates etc. in respect of construction of hostels for SC boys and girls.

- Officials involved in the construction of hostels, designated here as supervisors, were involved in construction activities in a number of ways. Cost estimation, and supervision of construction were among important activities performed by them (Table - 3.1).
- About 53 percent of supervisors acknowledged that they had received guidelines for construction of hostels. The majority among them were from Orissa, Madhya Pradesh and Andhra Pradesh while in Delhi and Karnataka not a single supervisor received any guidelines.(Table - 3.2).
- The guidelines issued to supervisors contained components like procurement of land, sanctioning of work, release of fund for work, implementation and monitoring of work (Table - 3.3).
- The administrative set up for implementation varied from state to state. The construction agency in most cases was the state PWD which took up construction work through approved contractors.
- In a majority of cases, i.e. 81 percent, guidelines for making special provision for physically handicapped were not issued to the supervisors (table 3.4).

Quality of Work

- As reported by supervisors, in 75% percent cases, the materials used for construction, were tested by quality control wing of state PWDs. Regular supervision by higher officials also helped in the process (Table - 3.5). Notwithstanding the above, the field study team found defects in the erected structures in some states i.e. Rajasthan, Madhya Pradesh, Orissa and Uttar Pradesh.
- The problem faced by the supervisors in Madhya Pradesh and Karnataka related to the fund not being received in time for construction, where as in Bihar, problem of land dispute was reported. On the other hand, no problem was reported from Andhra Pradesh, Haryana and Rajasthan in this respect.
- The hostels, after completion, were handed over to the concerned District Social Welfare Officer in most of the states.
- There was a mixed picture across the sample states with respect to achievement of physical targets. For example, in states like Andhra Pradesh, Madhya Pradesh and Orissa targets were more or less fully achieved. On the other hand, in states like Karnataka and Rajasthan

achievements were reported to be far behind the targets, while in Bihar only 4 boys hostels out of a target of 40 could be constructed during the 11 year period (Table-3.6).

- The Panchayati Raj Institutions/local bodies played either very little or no role in most states as reported by the district authorities and Supervisors, both as can be seen from table - 3.7.
- By and large, there was no political/bureaucratic interference in the selection of hostel sites except in some cases in Uttar Pradesh and Haryana.
- In most of the selected districts, the objective criteria laid down in the guidelines for selection of hostel sites, were largely followed. However, some exceptions were reported in Rajasthan and Uttar Pradesh. In Rajasthan district level bureaucracy is reported to have played a dominating role in selection of hostel locations while in Uttar Pradesh selection of hostel site was largely determined by political and bureaucratic pressure groups.
- The visit of the district officials to the hostels either during the construction period or later was casual in most states due to (i) the hostel scheme being not a priority (ii) Grants for the scheme is not routed through the District Welfare Officer (iii) there is excess workload & too many meetings at district level and lack of infrastructure facility like vehicle, staff etc. In Andhra Pradesh such visits were regular and frequent. Visits of the state officials were mostly casual. The supervisors, however, visited the construction sites very frequently (Table-3.9 & 3.10)
- Haryana was the only state where NGOs were involved for the construction and upkeep of the hostel.
- Most of the supervisors (81 percent) sent progress reports on monthly basis during the course of construction out of them 69% sent MPRs to district level officials concerned (Table-3.14).
- There was a mixed picture across the states with regard to sending progress report by hostel wardens about maintenance and upkeep of hostels. It was only in 54 percent cases that the wardens sent the progress report to the concerned district level Social Welfare Officials. Some wardens in Bihar, Karnataka, and Uttar Pradesh did not send any progress reports to the district administration about their hostel.

V. Allocation and Utilisation of Funds

- The Ministry of Social Justice and Empowerment, Govt. of India has laid down certain norms for funding various agencies for construction of hostels for SC boys & girls. The hostels constructed under CSS have 50:50 percent matching shares of state and central govt. for construction of hostels under central Universities. Central share goes upto 90 percent and remaining 10 percent is borne by Universities themselves. As far as grant to state Universities/NGOs hostels is concerned, 45 percent burden is borne by centre and 45 percent by the state government while the remaining 10 percent is to be contributed by the state University/NGOs. An analysis of the data collected from the various nodes of the implementing agencies reveals that:
- An amount of Rs. 22,230 lakh was spent for construction of hostels during 1992-93 to 2002-03 of which Government of India's share was about 50 percent and state governments' share was about 46 percent. The balance 4 percent was contributed by universities/NGOs (Table-4.2).
- In 43 percent cases, state governments released their share in advance directly to the executing agencies on the basis of estimates submitted by them while in 22 percent cases; the state share was released in installments only after receipt of the Government of India share, on the basis of progress of construction.
- The more frequently encountered preconditions for release of fund by the state governments were availability of owned land, cost estimates based on CPWD/PWD rates and selection of construction agency. The officials in a few districts in Bihar, Orissa and Rajasthan were, however, not even aware of any preconditions.
- The time taken in release of the state share to construction agencies varied considerably from state to state from two months to six months or even more after the release of central share.
- The Central share was released to the Finance Department of the concerned states from where it was further transferred to the state nodal department i.e. Department of Social Welfare. In many states the transfer of the central share from the Finance Department to the state nodal department was delayed. This delay was reported to be 1 month in Karnataka, 2-3 months in Haryana and Rajasthan, and in case of Bihar it is inordinate due to complicated procedure.

- Time taken by the Government of India in releasing the central share after receiving applications from the state governments was negligible in the case of Andhra Pradesh but several months in the case of Bihar and Orissa because of inadequacies on the part of respective state governments. In case of Bihar, a reason for this could have been the availability of huge amount of unutilized fund (i.e. Rs.360.23 Lakh) from earlier years resting with the state govt.
- There was a reasonably good convergence between sanctioned costs and actual expenditure in most states except Andhra Pradesh, Delhi(JNU) and Karnataka there the actual expenditure was observed to be higher than the estimated cost.
- Per inmate, average expenditure on construction of hostels varied widely across the different states from Rs 85606 in Haryana to Rs 21918 in Orissa and Rs. 178720 in Delhi(JNU). Norms of ceiling on expenditure fixed by the Union Ministry were violated in most of the states.

VI. Functional Status of Hostels

- About 92 percent Wardens and 87 percent Knowledgeable persons viewed the location of hostels as suitable. In Karnataka, Madhya Pradesh and Uttar Pradesh Wardens(8%) and Knowledgeable persons(13%) both are not satisfied with the location of hostels while only Knowledgeable persons are not satisfied in Haryana and Orissa and only one Warden not satisfied in Rajasthan. Reasons varies from sites being not accessible by easy approach road, non-availability of drinking water, electricity etc. (Table-5.1).
- About 80 percent of the hostels were found functional at the time of visit of PEO's study team. Most of the non-functional hostels were in Uttar Pradesh. Bihar too had three such hostels followed by two each in Karnataka and Orissa. Reasons were absence of basic requirements, wrong selection of site and improper assessment of need for hostel for SC students (**Table-5.2- A**).
- About 6 percent of the hostels were found being used for other purposes such as office, library, class rooms etc. All such hostels were in Bihar, Orissa and Uttar Pradesh (**Table-5.2-B**).
- Fifteen hostels in five states namely Haryana, Karnataka, Madhya Pradesh, Orissa and Uttar Pradesh were under construction at the time of visit of the study team to these hostels. Out of these 15, in six cases, the

construction had been stopped either due to land disputes in the case of Uttar Pradesh and or due to constraint of funds in Karnataka (Table-5.2-C).

- Hostels were overcrowded in Andhra Pradesh, Karnataka, Orissa and Rajasthan where average occupancy per room exceeded 10 and reached upto 30 or even beyond this number in some hostels of Andhra Pradesh. On the other hand, hostels in Bihar, Haryana, Madhya Pradesh and Uttar Pradesh, were underutilized. Taking the country as a whole, average occupancy per room was 11 to 20.
- All functional hostels had dining halls attached to the kitchen but some of them in Rajasthan and Uttar Pradesh were in dilapidated condition
- Inmates in most hostels were provided food. The quality of food was considered good only in Andhra Pradesh whereas in Karnataka, Haryana, Madhya Pradesh, Orissa and Rajasthan, the quality of food was a mix between good and average. But in Uttar Pradesh there is no mess facility except in a few hostels of Gonda and Allahabad districts where some inmates reported about quality of food as average. In Bihar, no free food is given to inmates in hostels. In Madhya Pradesh 50 inmates of eleven selected hostels reported that either mess facility is not available in the hostel or food is not provided free. They paid for the food from their stipend amount. Similarly 15(43%) inmates in Orissa paid to the hostel management for food or ate outside the hostel. In the case of Haryana also, the information on the quality of food is available from 18 inmates in Kurukshetra district only, while for the remaining districts food was not provided free of cost to inmates. Over all only 41 percent of the inmates reported the quality of food in the hostels as good.
- In the hostels under 8 districts of Uttar Pradesh and 8 districts of Bihar, inmates themselves cooked food in their rooms as the servant cum cooks appointed for the purpose were reported to be deployed elsewhere by the authorities (Table 5.4-A).
- In 42 percent of the selected hostels in Uttar Pradesh, inmates wanted supplies of Kerosene oil on BPL rates for cooking and lighting (Table 5.4-B).
- In states like Andhra Pradesh, Karnataka, Madhya Pradesh, Rajasthan and Uttar Pradesh, no annual charges were levied on inmates whether SC or non-SCs. But in other states i.e. Haryana and Orissa some charges were levied on inmates. In Bihar there is no mess facility in the hostel. Inmates themselves had to cook their food or get the food from outside on payment.

- In almost all the hostels, maintenance of hostel building and toilets was unsatisfactory.
- Drinking water supply facility was available in 64 percent hostels as reported by the inmates. But in Bihar, Karnataka, Rajasthan and Uttar Pradesh a majority of inmates felt that either water supply was not available at all or it was inadequate for the hostels.
- Supply of food grains at concessional rates at par with BPL rates was available to hostels as reported by wardens, in the states of Andhra Pradesh, Karnataka, Madhya Pradesh, Orissa and Rajasthan and to some extent in Haryana but were not made available in Bihar and Uttar Pradesh, as can be seen from views of Wardens presented in Table - 5.7.
- Facilities provided free of cost to inmates included accommodation, bedding/cot, free food and drinking water. Similarly, free text books, newspapers/magazines, articles for sports & games, first aid etc. were also supplied to a number of inmates free of cost. Among other facilities provided free of cost in the hostels were hair cutting facilities, telephone and transport allowances. In a majority of cases these services were rated as good.
- About 87 percent boarders were paid scholarships while staying in hostels. Around 13 % of them received amount Rs.51/- to above Rs.500/- per month (Table – 5.9).
- As reported by 59 percent inmates, there were proper security arrangements in the hostels. 64 percent inmates reported that there was sufficient potable drinking water in the hostels. 47 percent inmates reported that there were bath/common rooms in their hostels. 45 percent of them also reported that they got stipend while staying in hostels.
- The position with respect to study aids like bench/table etc were found to be grossly inadequate in the hostels of Andhra Pradesh, Karnataka, Madhya Pradesh, Rajasthan and Uttar Pradesh. Even in the sample hostels for SC boys and girls in Orissa, benches or tables were not provided.
- About 92 percent inmates reported that overall atmosphere in the hostels was congenial
- Maintenance of the hostels was the responsibility of the District Social Welfare Officers who appointed wardens to carry out various functions related to maintenance of building and ancillary activities.

- About 74 percent wardens reported that they had received guidelines for maintenance of hostels while the remaining 26 percent informed that such guidelines were not provided.
- 87% percent hostel Wardens reported that the release of fund for salary of hostel staff was received in time. However, grant for meeting day to day maintenance expenditure was in time in only 56 percent cases.
- In a majority of districts, fund was released on monthly basis for salary
- The behavior of hostel wardens in respect of sorting out problems was satisfactory, as reported by both inmates and ex-inmates.
- Andhra Pradesh is the only state where hostel wardens did not face any problem in management of hostels. A major problem faced by wardens in Karnataka and Madhya Pradesh was that they were **over burdened since additional charges of more than one hostel were placed on them**. The problem of fund constraint was reported by wardens from several states. Inadequate basic amenities were another problem mentioned by Wardens in 56% of selected states (Table-5.18).
- Major suggestions given by wardens for improved functioning of hostels included provision of (i)adequate basic amenities,(ii) funds for regular maintenance (iii) adequate grant for meeting the food expenditure of the inmates and(iv) regular warden/hostel staff in the hostels.
- During the year between 1995-96 to 2004-05, a total of 49,384 students applied for admission into these hostels of whom about 93 percent were actually admitted. Of those admitted, about 69 percent were SCs, 11 percent ST and 14 percent from other categories. But in Haryana, the norm regarding intake of SC students was violated as the proportion of SCs admitted to hostels constructed/renovated by NGOs accounted for only 30 percent (Table – 5.20).

VII. Impact of the Scheme

- The scheme had significant outcome in terms of establishment of hostels in Andhra Pradesh, Madhya Pradesh and Karnataka only. Other states i.e. Orissa and Rajasthan did not take full advantage of the scheme while the scheme nearly flopped in Bihar with negligible effect. In Haryana inmates from the SC category were less than half (30%) of the total strength which amounted to violation of the objective of the Scheme. In case of Uttar Pradesh a number of hostels were not being used by the beneficiaries due to various reasons.

- The occupation of 35% of the parents of inmates was cultivation while this proportion was higher (76%) in case of ex-inmates. Parent's occupation as agricultural and non-agricultural labour among inmates, accounted for 42 percent against 22 percent from ex-inmate category. Haryana, however, had a different picture. Students from somewhat better off SC families were admitted to hostels run by NGOs in Haryana.
- About 78 percent of the inmates came from poor families having monthly income of less than Rs.3000 and 26 percent were very poor having monthly income upto Rs.1000 only. But Bihar and Haryana had much greater proportion of inmates from better off families about 42% of inmates and as high as 77% of ex-inmates came from families having monthly income above Rs. 5000/-.
- 54% inmates and 38% ex-inmates reported that they came to stay in the hostels from a distance exceeding 20 km or more from their residences.
- On the whole, the hostels benefited the target group of very poor SC/ST students coming for studies from long distances. But the outcome in Bihar has been poor.
- Overall increase in the literacy rate among SCs in 2001 census compared to 1991 was 17 percent for males and 18 percent for females. Part of this increase could be due to other factors also.
- About 94 percent of inmates were of the view that the scheme of construction of hostels for SC boys and girls had brought about a considerable improvement in the educational development among SC boys and girls. This percentage is lower in Uttar Pradesh, Haryana, Bihar and Orissa.

VIII. Observation and Suggestions

- Locations selected for construction of hostels must have adequate security for girl students and access to good roads, potable drinking water.
- There should be a regular and adequate budget provisions for repair and maintenance of hostels.
- Monitoring mechanism of the scheme ought to be strengthened.
- Design of such hostels should have provision for ramps for barrier free movement of physically handicapped students.

- Adequate number of hostels should be constructed in highly SC concentrated areas to reduce congestion in hostel rooms.
- Warden quarters may be constructed in all the girls' hostels and it should be made mandatory for warden to stay in them.
- Every hostel should have a qualified warden. Women wardens should invariably be posted in girls hostels.
- In cases where inmates are more than the sanctioned strength, provision for additional amenities such as toilets, living rooms etc. should be made.
- Scholarships should be increased to compensate escalation of prices and should be paid on time since these form major source of funds for food and other components of expenses by hostel inmates.
- Diet charges should be enhanced to meet the rising prices. Mess facility should be strengthened and free food should be must.
- Adequate infrastructure like benches/tables should be provided in every hostel.
- There should be provision for clean and hygienic toilets.
- Timely submission of utilization certificates before release of further installments of funds for construction of hostels should be ensured.
- District Social Welfare Officers should be involved in the admission process of hostels constructed by NGOs to ensure adequate representation of SC students in these hostels.
- Cost ceilings for construction of hostels fixed several years ago must be updated from time to time corresponding to rise in prices of construction materials and labour.
- A satisfactory mechanism for dissemination of guidelines issued by nodal agencies to implementing agencies must be ensured.
- There should be adequate arrangement for coaching facility for inmates of the hostels during extra timings.
- There should be uniformity in terms of rules and regulations for boarding and lodging across states.

Chapter - 1

Introduction

1.1 Background of the Scheme

The constitution of India envisages special protection for socially and economically deprived sections of the society for ensuring their rapid economic development and achieving equality with others. Provision of quality education is an important tool for empowering the weaker sections. Various socio-economic factors obstruct the access of the children belonging to scheduled castes to education in general and girls in particular, especially those living in rural areas.

Construction of hostels within or close to the campus of educational institutions has been considered one of the means to enable and encourage boys and girls of SC community to strive towards achievement of quality education at reasonable costs to improve access to education. Government of India started the **Centrally Sponsored Scheme for construction of new hostels as well as expansion of existing hostels for SC girls in 1963-64 so as to give impetus to SC girl's education**. In due course, certain changes were introduced to improve the scheme by allowing central assistance in construction of hostels in Universities and for making hostels barrier-free for disabled students. A major change came during the Seventh Five Year Plan (1985-1990) when the Working Group on the Development and Welfare of Scheduled Castes and Scheduled Tribes recommended that hostels for SC boys should also be constructed. They recommended at least two hostels for boys and girls should be established in each district HQ in the country. In light of this; the coverage of the scheme of construction of hostel for SC girls was also extended for SC boys. **Accordingly, in respect of SC boys, this scheme was started from 1989-90.**

1.2 Objective of the Scheme

The main objective of the Centrally Sponsored Scheme (CSS) is to provide free boarding & lodging facilities in hostels for SC boys and girls studying in schools and also for those studying in Colleges and Universities. In order to provide and propagate social homogeneity and equity 10 percent of total seats were meant for non-SC students. The general instruction issued by the Government of India under the Centrally Sponsored Scheme (CSS) further provided that if after accommodating all SC applicants, certain seats were left vacant then accommodation to non-SC students might be considered. However, the proportion of non-SC students in any case should not exceed 25 percent. The guideline also states that for general category students some charges may be levied which may be utilized for better maintenance of the hostel.

1.3 Guidelines for Initiating the Hostel Proposal

The Ministry of Social Justice and Empowerment, GOI prepared general guidelines for initiating proposals for construction of hostels for SC boys and girls. Guidelines pertaining to the implementation of the scheme at district level were given to the district level authorities to be considered while initiating the proposals. These are:

- High concentration of SC population and low literacy among SCs in the area.
- Inadequate hostel facilities in the area.
- Availability of school going SC children.
- Adequate number of educational institutions.
- Suitable location keeping in view the connectivity aspect, safety and security of students particularly for SC girls.

1.4 Procedure for Obtaining Central Assistance

The Ministry of Social Justice & Empowerment, GOI has laid down a procedure for obtaining central assistance for construction of hostels for SC boys and girls. The proposals under the scheme have to be separately submitted by States/UTs for SC boys and girls in the prescribed proforma along with the following documents:

- (i) A certificate regarding availability of land,
- (ii) Site Plan of the proposed hostels,
- (iii) Detailed cost estimates of the proposed hostels,
- (iv) A certificate that the estimate has been prepared as per the latest PWD/CPWD rates,
- (v) Physical progress of the hostels sanctioned earlier since the year 1992 in the prescribed Performa,
- (vi) Hostel wise, year wise statement of utilization of State as well as Central share in the prescribed Performa,
- (vii) Matching share of the State Governments/Universities/Voluntary Organisations.

1.5 Evaluation Study

Since, the beginning of this scheme in the year 1963-64 and its expansion of scope from 1989-90; no evaluation study had been taken up. In order to assess the impact of this scheme across the country it was felt necessary to undertake an evaluation study at All India level. Accordingly, at the instance of the Union Ministry of Social Justice and Empowerment, the Programme Evaluation Organization of the Planning Commission, conducted an evaluation study on the scheme of construction of Hostels for Scheduled Castes boys & girls. The study was conducted in eight states and two Central Universities where this scheme of construction of hostels for SC boys & girls was largely taken up. The study was launched in the field in November, 2004. The study has covered a reference period of ten years i.e. 1992-93 to 2002-03.

1.6 The Scheme in Selected States

The Centrally Sponsored Scheme (CSS) of construction of hostels for SC boys and girls has been in operation in several states of India. Some states like Orissa, Madhya Pradesh and Rajasthan have constructed hostels only under the Centrally Sponsored Scheme. Others like Andhra Pradesh, Bihar, Karnataka and Uttar Pradesh have constructed such hostels both under the CSS as well as 100 percent state funded scheme. In Haryana, only the hostels owned and managed by NGOs have been covered under the present study. In all other states, covered under the present study the hostels constructed for SC boys & girls have been owned and managed by the district level agency of the state nodal department i.e. the Social Welfare Department in most cases. In case of Central Universities, such as, Jawaharlal Nehru University, New Delhi, Central University, Andhra Pradesh and the hostels constructed by State funded Universities, it is the University which owns and manages the hostels.

The district wise coverage of the scheme has also varied from state to state. In Andhra Pradesh and Orissa all the districts of the state were covered under this scheme. But in Bihar and Uttar Pradesh several districts had no hostel for SC boys and girls. Taking into account the size of population of the 8 selected states, the number of such hostels is relatively more in Andhra Pradesh, Madhya Pradesh and Karnataka and relatively less in Bihar, Uttar Pradesh, Haryana, Orissa and Rajasthan. As per available information from 8 selected states, a total of 2310 (1479+831 i.e. CSS and 100% state funded respectively) hostels were constructed between the period from 1992-93 to 2002-03.

Chapter – 2

The Evaluation Study – Objectives & Methodology

2.1 Objectives of the Study

The broad objectives of the evaluation study were the following:

- (i) To study the approval procedures of the proposals for construction of hostels.
- (ii) To study the process of implementation of the scheme in various States vis-à-vis the guidelines.
- (iii) To assess financial & physical performance of the scheme.
- (iv) To assess the extent of utilization of hostel facilities by the target group.
- (v) To study the monitoring & reporting system prevailing under this scheme, including that at construction stage.
- (vi) To study the role of nodal Departments at the State/UT level and those at the district/block level in proper utilization, maintenance and upkeep of the hostels.
- (vii) To assess the outcome of the scheme in terms of the uses of the hostels by the target groups.
- (viii) To analyze the impact of the scheme on educational attainment of SC Boys and Girls during the period between 1991 census to 2001 census.

2.2 Sample Design

2.2.1 States

With a view to complete the study within a specified time and also to have a better in depth analysis the following eight states representing different regions were selected under the study:

(1) Andhra Pradesh, (2) Bihar, (3) Haryana (For hostels constructed through University/Colleges & NGOs), (4) Karnataka, (5) Madhya Pradesh, (6) Orissa, (7) Rajasthan and (8) Uttar Pradesh. It was observed that in Karnataka and Madhya Pradesh large numbers of hostels (i.e. 163 and 666 respectively) were constructed under this scheme. Hence, it was decided to select these two states to assess their impact. From the Eastern Region, Orissa had the largest number of hostels (112), and Bihar had sizable SC population & also a large number of hostels (37) but considerably low literacy rate i.e. 49 percent as against the national literacy rate of 54.16 percent. Hence, these two states were selected as sample states from the eastern region. From the Southern Region, Andhra Pradesh was selected due to very high concentration of SC population (16.17% males and 16.22% females) and the second largest number of hostels (196) constructed for SC boys and girls under this scheme. In the Northern Region, Uttar Pradesh has a sizeable SC population (20.76% males and 20.18% females) & largest number of districts in the country i.e. 70, the number of hostels constructed in this state is 76. It was, therefore, decided to select the state as a sample state to be covered under this study. Similarly, Rajasthan was also selected due to high SC population in this state.

It was observed that five Central Universities have been funded for construction of hostels for SC boys and girls under this scheme. It was decided to select Jawaharlal Nehru University, New Delhi (Mahi & Mandvi Hostels) and Hyderabad Central University as each of these two Universities has one hostel each for boys & girls. It is also observed that the state funded Universities in about 6-7 states have been covered under this scheme. In Haryana large numbers of hostels are reported to have been expanded under this scheme through NGOs. Therefore it was decided to select Haryana as a sample state to be covered under this study.

2.2.2 Districts

It was decided to select 20 percent districts from each sample state for the study. Average number of hostels per district in a state was worked out by dividing total number of hostels constructed in the state by the number of districts. The districts in a state were divided in two categories, first the districts having hostels more than the state average number and second category of districts having hostels less than the state average. Twenty percent of districts in a state were selected pari-passu from each of the two categories. Based on the above criteria, **total 68 districts were selected** from the above mentioned states other than Delhi. These varied from 5 each in Andhra Pradesh, Haryana and Karnataka, 6 each in Orissa and Rajasthan, 9 in Madhya Pradesh, 10 in Bihar and 22 in Uttar Pradesh Table 2.1 gives the complete list of selected districts. Jawaharlal Nehru University, New Delhi had two hostels, one for boys and one for girls. Since the two hostels covered under the study were constructed by University itself without any involvement of district administration in construction and management, hence Delhi has been excluded from this list.

State wise number and names of the district selected as sample for evaluation study have been given in Table 2.1.

Table 2.1: Number and Names of Districts Selected for the Study

Name of the Selected States	No. of Districts Selected	Name of the Selected Districts
Andhra Pradesh	5	West Godavari, Vishakhapatnam, Karim Nagar, Mehboob Nagar, Chittoor, Central University
Bihar	10	Patna, Siwan, Muzaffarpur, Bhojpur, Bhagalpur, West - Champaran, Purnia, Rohtas, Aurangabad, Samastipur
JNU, Delhi	-	Jawaharlal Nehru University, New Delhi
Haryana	5	Rohtak, Hisar, Sirsa, Kurukshetra, Kaithal
Karnataka	5	Kolar, Chitradurga, Davengere, Chamraj Nagar, Gulbarga.
Madhya Pradesh	9	Ujjain, Sidhi, Guna, Sehore, Narsinghpur, Tikamgarh, Datia, Bhopal, Sivni
Orissa	6	Jajpur, Keonjhar, Bhadrak, Dhenkanal, Balasore, Cuttack
Rajasthan	6	Dausa, Tonk, Baran, Sikar, Bundi, Rajsamand
Uttar Pradesh	22	Pratapgarh, Bareilly, Kanpur Nagar, Shahjahanpur, Chandoli, Meerut, Fatehpur, Barabanki, Varanasi, Gonda, Faizabad, Allahabad, Basti, Siddarth Nagar, Gorakhpur, J.P. Nagar, Banda, Sant Ravidas Nagar, Badayun, Ambedkar Nagar, Sant Kabir Nagar, Chitrakut
Total	68	

2.2.3 Officials involved in the Construction/Supervision of the Hostels

It was felt that the role of the officers who released the fund, coordinated the work and were directly involved in construction/supervision of the hostels was quite significant. Hence it was decided to frame a schedule for Officers at this level. That officer could either be a Junior Engineer, Assistant Engineer, Executive Officer of Zilla Parishad, PWD or DRDA etc. **It was decided to cover only those hostels constructed under CSS as information regarding the state funded hostels were not available** because in all the cases where hostels were constructed long back, most of the Officers who had been involved in the activities at the district level had retired.

2.2.4 Hostels and Hostel Wardens

It was decided to select ten (10) percent of the total hostels constructed (during the period 1992-93 to 2002-03) in each selected state under the CSS on random basis for the evaluation study. It was also decided to select at least two percent of the hostels constructed under 100 percent funding by the state government, in case the particular state had such hostels. Following this criterion, 185 hostels from CSS, 65 hostels from 100% state funded category and 15 hostels run by NGOs in were selected (table-2.2) for the evaluation study. In each selected hostel, a Warden level schedule was canvassed. Thus a total of 211 Warden level schedules could be canvassed. As remaining 54 were either did not respond or their post were vacant.

Table 2.2: Coverage of Hostels in Sample States

States	No. of Hostels:							
	Covered under CSS		Covered under 100% State Funded		Run by NGOs		Total	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Andhra Pradesh	10*	14*	18	8	-	-	28*	22*
Bihar	2	-	10	9	-	-	12	9
Delhi(JNU)	1	1	-	-	-	-	1**	1**
Haryana	-	-	-	-	11	4	11***	4***
Karnataka	21	6	10	5	-	-	31	11
Madhya Pradesh	36	23	-	-	-	-	36	23
Orissa	10	8	-	-	-	-	10	8
Rajasthan	10	5	-	-	-	-	10	5
Uttar Pradesh	26	12	5	-	-	-	31	12
Total	116	69	43	22	11	4	170	95

* Includes one boys' and one girls' hostel in Central University, Hyderabad, Andhra Pradesh.

** Indicates two hostels (Mahi and Mandavi) of JNU, New Delhi

*** Hostels in State Universities also included.

2.2.5 Inmates

It was decided that 10 percent of the sanctioned strength of each selected hostel would be selected as sample beneficiaries for the study. This norm was followed for hostels having a sanctioned strength of 100 boarders. However, if the sanctioned strength of the hostels was less than 100, even then minimum 5 boarders from such hostels were selected for the study. It was decided to cover inmates from non-SC category also, if available in the hostels. Overall 1417 inmates were selected for the study. State-wise number of inmates selected as beneficiaries is given in table - 2.3 (Page-6).

2.2.6 Ex-inmates

Two ex-inmates were randomly selected from each sample hostels with a view to get a feedback regarding the operational aspects of the hostels and the constraints faced by them while staying in the hostels and also to have an idea of the advantages, if any, they had as a result of staying in such hostels.

2.2.7 Knowledgeable Persons

For the purpose of getting an over all view of the functioning of hostels as well as social perception of their benefits and constraints, it was decided to cover one knowledgeable person for each sample hostel. This knowledgeable person could be a member of village Panchayat, local body, village level worker, a teacher or an NGO activist etc. Total 210 knowledgeable persons were selected for this study.

2.2.8 Universities

There were five Central Universities where the scheme was in operation. Of these, Jawaharlal Nehru University, New Delhi and Central University, Hyderabad, Andhra Pradesh, which ran one hostel each for boys and girls, were selected for the study. In addition, 5 State Universities from Haryana which had constructed hostels for SC boys and girls were also included in the sample of State Funded Universities.

2.2.9 Guide points

Guide points were prepared to help the field team in preparing qualitative notes regarding implementation of the scheme in respect of quality of construction, maintenance of hostels and mechanism adopted for planning, supervision and monitoring of the scheme.

2.3 Reference Period of the Study and Starting of Field Survey

The study covered the period since inception of the scheme in 1963-64 upto 2002-03. However, for the selection of sample hostels, only those hostels which were constructed or taken up for construction between 1992-93 and 2002-03 were considered. The study was launched in the field in November, 2004.

2.4 Methodology/Instruments Used for Data Collection

Data at primary and secondary stages were collected through structured instruments of observation at different levels. Data on financing and monitoring were collected through secondary sources, such as the Union Ministry (Ministry of Social Justice and Empowerment) and from the nodal department implementing the schemes in different states. Information on aspects relating to project proposal, sanction and release of fund, administration & maintenance of hostels and especially the impact of the scheme were elicited through field surveys.

Table 2.3: Types of Schedules used to collect data at Different Levels for the Evaluation Study in Selected States.

Selected States	Instruments of Observations Devised for Data Collection								
	State Level	District Level	Officials involved in construction Level	Hostel Wardens	Inmates	Ex-inmates	Know-ledgeable Persons	NGOs Level	University level Schedule
Andhra Pradesh	1	5	24	50	500	94	48	-	1
Bihar	1	10	2	15	96	32	16	-	-
Delhi(JNU)	-	-	2	2	20	4	2	-	1
Haryana	1	5	15	13	108	22	13	8	5
Karnataka	1	5	25	33	189	60	33	-	-
Madhya Pradesh	1	9	58	58	271	94	58	-	-
Orissa	1	6	18	7	35	10	7	-	-
Rajasthan	1	6	11	14	70	25	14	-	-
Uttar Pradesh*	NR	21	36	19	128	27	19	-	-
Total	7	67	191	211	1417	368	210	8	7

***Note:** I. State level schedule of UP has not been received so far.

II. As new district Sant Kabir Nagar not having its own staff, its work was carried out by the staff of Basti district. Therefore only one district level schedule was canvassed for the both districts viz. Basti and Sant Kabir Nagar.

2.5 Data Analysis and Report Writing

The Survey and data collection work relating to this study was done by the Officials of Programme Evaluation Organisation, Planning Commission. The services of Institute for Resource Management and Economic Development, Delhi were availed for tabulation, interpretation and analysis of data and preparation of report.

Chapter - 3

Planning, Implementation and Monitoring of the Scheme

3.1 Role of the Nodal Ministry

The Ministry of Social Justice and Empowerment, GOI has laid down procedures for obtaining central assistance for construction of hostels for SC boys and girls. At the time of inviting proposals under the scheme, the ministry impresses upon the states to submit the proposals separately for construction of hostels for SC boys and girls in the prescribed proforma along with the following documents:

- i) A certificate regarding availability of land
- ii) Site plan of the proposed hostel
- iii) A certificate that the estimate has been prepared as per the latest PWD/CPWD rates.
- iv) Detailed cost estimates of the proposed hostel.
- v) Physical progress of the hostels sanctioned earlier since the year 1992 in prescribed proforma.
- vi) Hostel wise, year wise statement of utilization of state as well as central share in the prescribed proforma and
- vii) Matching share of the state government/NGOs/Universities.

The Ministry received proposals for construction of hostels from Nodal Department (i.e. Social Welfare Department) of the State Government and held periodic meetings with state govt. representatives about the implementation of the scheme as reported by 43% state nodal departments. Based on the above, funds were provided to the state nodal departments for construction of hostels for SC boys and girls. In case of Central Universities, the Ministry received proposals directly from the Registrar of the concerned University.

It was learnt that there was no guideline/manual as such formulated for monitoring this scheme at level of the Ministry. Hence funds were released only after examining the physical and financial progress of the hostels sanctioned earlier. But the nodal ministry mentioned that only general scrutiny of the proposals was done, as there were no technical experts for this purpose. Due to lack of staff, hostels under construction were not visited by any official from the nodal ministry. State nodal departments were required to send quarterly progress report and photographs of the hostels to the Nodal Ministry.

3.2 Role of the State Nodal Department

Social Welfare Directorates or Departments were the nodal agencies for the implementation of the scheme in most of the states. In Madhya Pradesh, however, the Scheduled Castes and Scheduled Tribe Welfare Department was the nodal agency. In most of the states the scheme was taken up in areas where need for hostels was felt uppermost. Based on the availability of funds and the need for such hostels in the areas with high concentration of SC population, the state nodal department used to receive proposals from various parts of the state through District Social Welfare Officers. The applications were sent in the prescribed proforma containing information about availability of land, audited statement of accounts for the funds received in earlier years. The nodal department scrutinised the proposals keeping in view the guidelines given by the Union Ministry. Proposals were sent to the ministry for clearance and release of funds. The nodal department also convened review meetings of the district welfare officers at regular intervals depending upon the need for such meetings. The

nodal department officials at the state level used to visit the construction sites during construction as well as post construction phases at intervals, the frequency of which, however, varied considerably from state to state. The state nodal department claimed that they obtained the progress reports on the construction of hostels from different locations and submitted these reports annually to the Union Ministry. But such progress reports were neither insisted upon nor were maintained systematically at the Ministry of Social Justice and Empowerment.

3.3 The Level at which Proposals Initiated

In most of the states proposals for construction of hostels for SC boys and girls were initiated at local levels. In Andhra Pradesh district collectors identified locations for construction of hostels with the assistance of revenue department. In Karnataka, District Social Welfare Officer(DSWO) took the initiative for construction of hostels. In Madhya Pradesh, the proposal was basically received from local Panchayat and after careful scrutiny and discussion sent to state nodal department for approval. In Rajasthan, proposals regarding construction of hostels were initiated by Directorate of Social Welfare through District Collector. In Haryana, where study was conducted to evaluate the role of NGOs, it was observed that the proposals were initiated at the local level by the concerned NGOs as District Welfare Officer publicized the programme among NGOs and other educational institutions at the local level. In Uttar Pradesh the Social Welfare Department did not provide the information, but field study revealed that the potential of the SC students be assessed by Zila Samaj Kalyan Adhikari by involving Principals of the local colleges. In Central Universities the Registrar of the concerned university initiated proposal for construction of hostel for SC boys and girls after being intimated by the Ministry to send a proposal to this effect.

3.4 The Approval Procedures for the Scheme

Generally approvals for construction of hostels for SC boys and girls were given by the state nodal departments after going through proposals received from different districts. Approvals were given to the proposals which fulfilled following parameters of the guidelines:

- (a) Availability of owned land of concerned School/College authority or transferring land in favor of the Social Welfare Department preferably free of cost,
- (b) Availability of school going SC children in the area,
- (c) Inadequate educational facility in the area,
- (d) Low literacy among SCs,
- (e) High concentration of SC population,
- (f) Local demand, and
- (g) Cost estimate of hostel.

The districts, which qualified on the basis of the above criteria, were asked to identify suitable locations for the hostel sites. **The short listed proposals were sent by the concerned nodal department of the State to the Union Ministry for their approval. The Ministry, in turn, after giving approval to the schemes, released funds to the state nodal department for initiating of work. Grant is limited to sharing of cost of construction of the hostels**

3.5 The Process of Implementation

The implementation of the scheme for the construction of hostels for SC boys and girls involved several aspects and stages like deciding the number of hostels to be constructed, administrative formalities, issue of guidelines for construction by the nodal agency at the state level, specifying an administrative set up for implementation,

ensuring quality of work, handing over possession etc. However in Haryana the focus was on additions or renovations of already existing hostels being owned and managed by NGOs.

3.5.1 Deciding the number of hostels to be constructed

At the beginning of each financial year, the concerned nodal department of the state govt. decided the number of hostels for SC boys and girls to be constructed on the basis of availability of funds and the following criteria:

- The hostels should be located in the towns and large villages having a concentration of SC population.
- The large villages and towns should have satisfactory standard of education on the basis of examinations.
- The existing hostel facilities in the proposed place should be inadequate and good standard of education warranted further construction of hostels and
- The hostels for girls should be opened in important educational centres having separate high school for girls and adequate security arrangement.

3.5.2 Administrative formalities

The process of implementation of proposals for construction of hostels for SC boys and girls involves some administrative formalities, which varied from state to state. Even then there were some broad similarities, the nodal department at the state and district level played a key role in the processing of the proposals and giving clearance. The state Public Works Departments responsible for such construction in most cases played its part in technical matters like approval of design and cost estimates. In Uttar Pradesh, Samaj Kalyan Nirman Nigam, a state level public sector undertaking, was also involved in the process i.e. providing required data to the District Collector/ Secretary, Social Welfare and construction of hostel.

3.5.3 Involvement of Supervisors

Officials involved in construction/supervision of the hostels were designated as Supervisors and involved in several activities related to implementation such as identification of land, development of land, cost estimation etc. as per table 3.1 given below. There were state wise variations, but supervision of construction was an activity common for almost all the (99%) Supervisors in all states and cost estimation was another important function for the (83%) Supervisors. Other components like identification or development of land were not common.

Table 3.1: Involvement of Supervisors

State	Number of Supervisors Involved in Various Activities:				
	Identification of Land	Development of Land	Cost Estimation	Supervision/ Constructions	Other
Andhra Pradesh	4	6	14	24	6
Bihar	-	1	2	1	-
Delhi	2	2	2	2	-
Haryana	13	14	13	15	4
Karnataka	-	-	25	25	1
Madhya Pradesh	2	3	56	58	2
Orissa	-	-	5	18	1
Rajasthan	-	2	9	11	1
Uttar Pradesh	23	30	32	36	14
Total	44	58	158	190	29

Note: Multiple responses received

3.5.4 Guidelines for Construction of Hostels

The implementation of the scheme entailed a set of guidelines to be followed by the Supervisors while executing the construction work. Forty Seven (47) percent of the Supervisors reported that they were not provided with guidelines for construction of hostels while 53 percent reported such guidelines available with the construction agencies. Karnataka is a state where all the Supervisors reported that they did not receive any guidelines regarding construction. In Uttar Pradesh also 89% Supervisors reported that they were not provided with any guidelines for implementation of the scheme. In case of Jawaharlal Nehru University, Delhi the supervisors of both selected hotels(Mahi & Mandavi)were not provided guideline for construction of hostels.

Table: 3.2 Guidelines Provided for Construction/ Supervision as Reported by Supervisors

State	Response	
	Yes	No
Andhra Pradesh	22	2
Bihar	1	1
Delhi(JNU)	-	2
Haryana	5	10
Karnataka*	-	25
Madhya Pradesh	46	12
Orissa	18	-
Rajasthan	6	5
Uttar Pradesh*	4	32
Total(%)	102(53)	89(47)

Information on components covered in the guidelines for executing the construction under this scheme is given in table 3.3 below. These guidelines pertained to major components of work like the sanction of work, release of funds, implementation and monitoring of work. Of these, implementation (56%) and monitoring of work (53%) are the most frequently reported components covered in the guidelines across several states.

Table 3.3: Components Covered in the Guidelines

State	Number of Supervisors Reporting on Components of Guidelines:					
	Procurement of Land	Sanctioning of Work	Release of Fund for Work	Implemen- tation of Work	Monitoring of Work	Others
Andhra Pradesh	4	7	2	24	24	-
Bihar	-	1	-	2	2	1
Delhi(JNU)*	-	-	-	-	-	-
Haryana	4	7	6	8	7	3
Karnataka*	-	-	-	-	-	-
Madhya Pradesh	7	11	11	46	46	7
Orissa	-	-	1	17	17	3
Rajasthan	-	6	4	6	6	3
Uttar Pradesh*	-	-	-	4	-	-
Total(%)	15(8)	32(17)	24(13)	107(56)	102(53)	17(9)

Note: Multiple responses received

***Note:** Supervisors of Delhi (JNU) and Karnataka had not received any guidelines and in Uttar Pradesh this information is provided by 4 Supervisors of 2 districts i.e. Faizabad and Ambedkar Nagar.

3.5.5 Administrative Set up for Implementation

The administrative set up for implementation of the programme varied from state to state. In the case of Rajasthan, for example, the agencies that are empanelled for construction of hostel buildings were (a) Housing Development Department (b) Public Works Department (c) Rajasthan State Housing Board and (d) Awas Vikas Limited, Rajasthan. In recent times, most of the construction work related to Hostels for SC boys and girls in Rajasthan was done by the PWD. The Awas Vikas Limited, Rajasthan was no longer in existence. The specific construction agency was selected for the district at the Social Welfare Directorate level and work was awarded. The construction agencies, (in most cases, the state PWD), took up construction work through approved contractors. Bihar had a similar structure. In the state, the construction of hostels for SC boys and girls was earlier entrusted to Scheduled Castes Development Corporation of the state. But due to its poor performance, this responsibility was transferred to Public Works Department.

In Andhra Pradesh, a separate engineering wing was created in the Social Welfare Department during 1986-87. Prior to formation of this wing, constructions were executed by the Panchayati Raj Department. In the case of Orissa also, a separate engineering wing was created in the Social Welfare Department. Earlier the work was executed by PWD and SC/ST Department Corporations. In Karnataka, The Karnataka Land Army Corporation (KLAC) was the major agency involved in the construction of hostels for SC boys and girls followed by PWD, Nirmithi Kendra and NGOs (in isolated cases). In case of Jawaharlal Nehru University the project was executed by the CPWD.

3.5.6 Guidelines for Physically Handicapped

The Supervisors were not provided with any guidelines in 81% cases, in respect of making special provision for physically handicapped. However, a few Supervisors in some states reported that they had got guidelines in this respect. Details are provided in the table below.

Table 3.4: Guidelines for Special Provision for Physically Handicapped as Reported by Supervisors

State	Responses	
	Yes	No
Andhra Pradesh	2	22
Bihar	-	2
Delhi(JNU)	2	-
Haryana	5	10
Karnataka	-	25
Madhya Pradesh	26	32
Orissa	-	18
Rajasthan	2	9
Uttar Pradesh	-	36
Total(%)	37(19)	154(81)

Two Supervisors of Rajasmand district of Rajasthan received guidelines for physically handicapped content mentioned providing ramps, rings and railing in the staircase for helping handicapped students for climbing up. Both the Supervisors of JNU, Delhi reported that they received guidelines for making provision for physically handicapped. Going by the general response from various districts it is felt that Ministry of Social Justice and Empowerment should emphasize special provisions for disabled students.

3.5.7 Ensuring Quality of Work

Ensuring quality of material used in construction of hostels certain measures were considered. Details regarding quality control components are given in table 3.5. It reveals that out of 191 interviewed officials of executing agencies involved at construction level of the hostels 144(75%) reported that quality of building materials and soil of the hostel site located were tested by quality control laboratories of PWD/ CPWD/ University and requisite assurance were obtained from their Engineers, 106(55%) mentioned that there were regular supervisions by higher authorities and 30(16%) reported that they used recommended quality of bldg. material/ follow BSI/CPWD/PWD norms, engaging skilled labour. However, only 9(5%) officials belonging to Haryana, Orissa, Karnataka and Rajasthan reported that to ensure quality, building materials was procured through Committee/ NGOs themselves looking after the work or payments to contractors were released after obtaining quality test certificates.

Table 3.5: Ensuring Quality of Construction

State	Measures to Check Quality of Construction:			
	Building materials quality and soil tested by quality control laboratory and assurance made by PWD/ CPWD/ University Engineers	Regular supervision by higher officials	Using recommended quality of bldg. material/follow BSI/ CPWD/ PWD norms, engaging skilled labour	Funds to contractor released after obtaining quality test report/ Building material was procured through Committee/ NGOs themselves looking after the work
Andhra Pradesh	24	1	-	-
Bihar	-	-	2	-
Delhi(JNU)	2	-	-	-
Haryana	9	5	-	5
Karnataka	12	14	7	1
Madhya Pradesh	58	44	-	-
Orissa	19	14	19	2
Rajasthan	10	-	-	1
Uttar Pradesh	10	28	2	-
Total(%)	144(75)	106(55)	30(16)	9(5)

Note: Multiple responses received

Notwithstanding the above, **the field study revealed defects in the erected structures in some states.** In Rajasmand, Sikar and Tonk districts of Rajasthan, problems like cracks, leakage of roofs resulting in malfunctioning of electrical fittings during the rainy season were noticed. In two cases each in Bhopal and Sidhi districts of Madhya Pradesh respectively reported that building developed cracks during the first rains, roof leaked and 18 electric fans caught fire. Leakage of water from the roofs and walls were also noticed in several hostel buildings of Orissa, e.g. Ravenshaw College and Narsinghpur College in Cuttack district, Harekrishna High School and Tenda High School in Balasore district, and most of the hostels visited in Dhenkanal district. Seepages in the hostel buildings and the same causing electrical problems and power failure were also observed in two hostels in Allahabad namely SC Boys Iswarsaran School and Girls Hostel (Annexe-3), Allahabad University.

3.5.8 Problems faced by Supervisors

Experience of the supervisors varied from state to state. In Andhra Pradesh and Rajasthan all Supervisors and in Haryana almost all reported that **they did not face any problem.** In other states several supervisors faced problems. The major problems faced

in Madhya Pradesh were those of **advance fund was not being received in time at the construction stages, problems of site development and land disputes leading to withholding of work.** Advance fund not being released in time was the main problem faced by the Supervisors in Karnataka also. The problem of land disputes leading to withholding of work was also faced in Bihar.

3.5.9 Handing over possession

After completion, the hostels in almost all the states, except Haryana were handed over to the district level nodal agency (i.e. Department of Social Welfare in most cases) who, in turn appointed wardens to make the hostels functional. In Haryana, the hostels were already in the possession of NGOs. Hence the question of handing over possession did not arise. In Orissa the hostels were handed over to the concerned principal of the college/school who in turn appointed wardens for their management.

3.6 Achievements of Physical Targets

The performance of implementation task is judged among others by the extent to which the targets fixed are actually realized. Table 3.6, gives the data on targets and achievements for the entire period for 1993-94 to 2002-03 for the selected states. In states like A.P., M.P. and Orissa targets were reported to have been more or less fully achieved. On the other hand, in states like **Bihar, Karnataka and Rajasthan achievements were reported to be far behind the targets. The performance of Bihar in this respect seems to be the worst. It could construct only 4 boy's hostels during the 11 year period against a target of 40.** The targets were generally met in case of hostels constructed under Central Universities during the period, while in the case of State funded Universities, three hostels were found incomplete in Haryana. There was lack of synchronization between target and achievement every year. A significant gap between targets and achievements is a matter of concern.

Table 3.6: Hostels Proposed and Constructed During 1992-2003

State	Boys		Girls	
	Proposed	Actually Constructed	Proposed	Actually Constructed
Andhra Pradesh	848	848	418*	418*
Bihar	24	4	16	-
Delhi(JNU)	1	1	1	1
Haryana	12	12	9	5
Karnataka	259	165	72	59
Madhya Pradesh	450	450	257	257
Orissa	50	50	66	66
Rajasthan	99	73	14	5
Uttar Pradesh**	NA	-	-	-
Total	1743	1603	853	811

* 124 girls hostels correspond to 1985-86 and 1986-87, however Govt. of India released its share during 1993-94 .

** Information not available as State Level Schedule was not received.

3.7 Role of PRIs/Local Bodies in Construction and Maintenance of hostels

In the whole process of implementation of the scheme, both at pre-construction and post-construction stages, most of the **Panchayat Raj Institutions and local bodies had played either no role or had only a nominal role.** This was true for most states as can be seen from table 3.7. PRIs had no role even in Haryana where the scheme was

managed by NGOs. In some states, PRIs were reported to have played a mixed role in construction and maintenance. For example, in the 5 selected districts i.e. Patna, Siwan, Bhojpur, Rohtas and Samastipur of Bihar, they were reported to be actively associated with the programme, whereas in 5 other selected districts (i.e. Muzaffarpur, Bhagalpur, West Champaran and Aurangabad) they played a minimal or no role. In one selected district of Karnataka (i.e. Kolar) the PRI was reported to be actively associated with the programme but in four other selected districts (i.e. Chitradurga, Devengere, Chamraj Nagar and Gulbarga) PRIs had a limited role. In several states, different types of respondents like officials, Supervisors and Knowledgeable persons have reported different perceptions on the role of PRIs. In the Central University like JNU, the construction & monitoring work is done by the CPWD or University Engineering Division and therefore PRIs have no role to play in this matter. Taking an overall view, one can say that PRIs have yet to acquire a significant role in the scheme. So far, their role has been peripheral.

Table 3.7: Role of PRI/Local Bodies in the Construction & Maintenance of Hostels

State	No. of Districts:			No. of Supervisors:		
	Actively Associated	Played Nominal Role	No Role at all	Actively Associated	Played Nominal Role	No Role at all
Andhra Pradesh	4	1	-	4	8	12
Bihar	5	3	2	-	2	-
Delhi(JNU)	-	-	-	-	-	2
Haryana	-	-	5	-	-	15
Karnataka	1	4	-	4	20	1
Madhya Pradesh	-	4	5	9	-	49
Orissa	-	3	3	1	7	9
Rajasthan	-	6	-	-	5	6
Uttar Pradesh		3	18	-	-	36
Total	10	24	33	18	42	130

3.8 Local Political/Bureaucratic Interference in Selection of Hostel Sites

The field study revealed that by and large, there was no political/bureaucratic interference in selection of hostel sites in most of the states. However, there were a few exceptions as in Uttar Pradesh and Haryana. In U.P. local political/bureaucratic interference was perceived on a large scale in selection of hostel sites. As a result, the **criterion of selection of hostel sites on the basis of concentration of SC and ST population in the area was overlooked in a substantial number of cases. In several cases, instructions were also received from the state government to send proposals to construct a hostel in a specific area which too was contrary to the guidelines which clearly states that proposals should come from the grass root levels. Thus, such cases are clear examples of distorting the basic norms of the scheme. As a result of such interference several hostels constructed remained non-functional in this state. In Haryana, political influence was exerted through NGOs which owned and managed these hostels and whose key functionaries were found to be actively associated with political parties.** There were instances when the sanction of funds for the hostels was announced in the public meetings by the politicians even before the completion of necessary formalities by the department officials. There is no evidence whether any attempt was made to examine the suitability of sites for the hostels proposed to be funded. The result was that the hostels failed to attract adequate number

of SC students. Haryana is the only state in the country where the proportion of SC inmates in the hostels was below 50% which is much below the mandatory figure of 75 % (Table 5.18). The hostels managed to get government grants despite the violation of an essential condition largely due to political interference.

3.9 Objective Criteria for Selecting the Location of Hostels

In most of the selected districts, the parameters provided in the guidelines for selection of hostel sites were by and large followed. **Table - 3.8 presents that among 67 selected districts** (excluding Central Universities, Hyderabad, AP and JNU, Delhi where hostels were located in the University premises and State/District level officials were not involved) **48 percent district authorities reported nearness to educational institutions; 45 percent reported availability of suitable land; 33 percent districts authorities reported availability of school going SC children in the area and only 16 percent reported demand of the local public as the criteria for selection of hostel land.** In Andhra Pradesh, selection was transparent, as observed in the selected districts, such as prime location, availability of school going SC children in the area and absence of hostel facility at the location selected for the hostel site. In Karnataka, a committee was formed at the district level to locate the government land and in case of non-availability of government land, the committee decided to purchase private land for the hostels, while keeping in view other norms given in the guidelines, such as large population of SCs school going children in the area and lack of hostel facilities for them. But there were some deviations also which became quite significant in some cases. **In Rajasthan the criteria for selection of hostel site were not strictly followed except in one selected district. Here the district level bureaucracy is reported to have played a dominating role in selection of hostel locations. In Uttar Pradesh selection of hostel sites was largely determined by political and bureaucratic pressure groups.**

Table-3.8: Criteria for Selection of Hostel Sites as Reported by District Authorities

State	No. of Districts reporting to have Followed the Parameters Provided in the Guidelines for Selection of Hostel Sites:			
	Nearness to Educational Institutions/ Easy access to Public Transport	Availability of Suitable land	Availability of School going SC children	Demand of the Local Public
Andhra Pradesh	4	3	2	-
Bihar	2	5	1	-
Haryana*	-	-	-	-
Karnataka	1	4	4	-
Madhya Pradesh	2	3	2	5
Orissa	3	3	2	5
Rajasthan	2	3	4	1
Uttar Pradesh	18	9	7	-
Total(%)	32(48)	30(45)	22(33)	11(16)

Note: Multiple responses received

* Indicates that District Welfare Officer in Haryana does not play any role in site selection.

3.10 Inspection by State/District Administrative Authorities

The construction and also management and maintenance of hostels for SC boys and girls were monitored at several stages by state, district and construction agency officials. This was done with a view to maintain quality, and ensure timely completion of the construction as well as proper management and maintenance of the created hostels/assets (ancilliary facilities) therein. The practice followed in this respect during construction and post construction stages is given in Table 3.9.

3.10.1 Visit of the District/State Officials during construction and post construction stage

Analysis of data in this respect indicates wide variations in practices followed in different states. In Andhra Pradesh visits by officials were reported to be regular and frequent. The Assistant Social Welfare Officer made visits twice a month. The district and state level officials used to visit once in three months. On the other hand, in Bihar, the visits of the officials were very few during both construction and post construction stages. In Madhya Pradesh and Orissa visits by officials were mostly casual. In Karnataka, there was a mixed picture because of inter-district variations. Visits of officials were regular in some districts but not so in others. A summary of all India picture is presented in Table - 3.9 and 3.10 below. Most of the visits of state officials were casual or never. District officials visits were more regular during both the phases. A number of them visited on a monthly basis also. Responses from supervisors more or less confirm the same. Only in Uttar Pradesh supervisors reported that visits by district officials were half-yearly or annual. It is obvious that there is much scope for improvement. Frequency of visits should have been more frequent and regular.

Table - 3.9: Visit of State/District Officials during and Post-Construction Periods as Reported by District Officials

Frequency	No. of Selected Districts:			
	Visits of State Officials:		Visits of District Officials:	
	During Construction	Post Construction	During Construction	Post Construction
Once a month	-	-	22	25
Once in 3 months	6	7	9	10
Half yearly	1	3	4	6
Yearly	3	4	1	1
Casually	45	38	29	23
Never	11	14	1	1
Total	66	66	66	66

Note: 1. The district officials had no role to play in respect of visit to construction site in case of Central University hostels.
2. Construction of one hostel in Meerut distt. of UP not started due to land dispute, hence information not available.
3. In Dausa district of Rajasthan possession is handed over to DSWO after completion of hostel construction, hence information regarding visit during construction not available

33(49 %) out of 67 district level officials reported that they did not visit hostels at post construction stage due to following reasons; (i) The hostel scheme is not a priority (ii) Grants for the scheme is not routed through the District Welfare Officer (iii) There is excess workload (iv) There are too many meetings at district level and (v) Lack of infrastructure and supporting facilities like vehicle, staff etc.

Table - 3.10: Frequency of Visits by District Officials as Reported by Supervisors

State	No. of Supervisors reporting on Frequency of Visits						
	Fortnightly	Monthly	Qtrly.	H. Yearly	Annually	Casually	Never
Andhra Pradesh	11	9	-	-	-	4	-
Bihar	1	1	-	-	-	-	-
Delhi(JNU)	-	1	-	-	-	-	1
Haryana	-	-	-	-	-	7	7
Karnataka	10	14	1	-	-	-	-
Madhya Pradesh	-	19	3	-	-	36	-
Orissa	-	-	2	-	-	13	3
Rajasthan	3	8	-	-	-	-	-
Uttar Pradesh	10	13	4	4	1	4	-
Total	35	65	10	4	1	64	11

Note: Construction of one hostel in Meerut distt. of UP not started due to land dispute, hence information not available.

3.10.2 Hostels visited by Government Officials

In course of field study, opinions of the sample beneficiary Inmates(1417) as well as hostel Wardens(211) were also obtained about visit to hostels by higher officials. Their views are given in table 3.11 and 3.12. These obviously relate to post construction period. These tables more or less confirm the conclusion reached earlier about visit of officials as well as about their frequency. **Several visits of a casual nature are mentioned.**

Table - 3.11: Visit of Govt. officials to Hostels and Frequency of their Visits as Reported by Inmates

State	No. of Inmates Reporting Govt. Officials Visits to the Hostels:			Frequency of Govt. officials visits:				
	Visited	Not Visited	Do't Know	Qtrly.	H.Yr	Yr	Once in Many Yrs	Randomly
Andhra Pradesh	496	1	3	456	15	2	-	23
Bihar	84	8	4	14	26	5	4	35
Delhi(JNU)*	1	17	2	-	-	-	-	1
Haryana	15	81	12	1	1	-	2	11
Karnataka	169	16	4	144	-	1	-	24
Madhya Pradesh	252	11	8	202	25	15	1	9
Orissa	22	6	7	-	-	-	-	22
Rajasthan	62	7	1	35	12	7	1	7
Uttar Pradesh	63	50	15	4	3	4	3	49
Total(%)	1164(82)	197(14)	56(4)	856(60)	82(6)	34(2)	11(1)	181(13)

Table - 3.12: Frequency of Visit of District Officials as Reported by Wardens

State	No. of Wardens Reporting Visits of District Officials:					
	Once a month	Qtrly.	H.Yearly	Yearly	Casually	Never
Andhra Pradesh	45	3	-	-	2	-
Bihar*	-	4	2	-	7	1
Delhi(JNU)**	-	-	-	-	-	2
Haryana	-	-	-	-	8	5
Karnataka	20	10	2	-	1	-
Madhya Pradesh	44	8	2	-	4	-
Orissa	-	2	-	-	4	1
Rajasthan	6	3	1	4	-	-
Uttar Pradesh	1	-	1	-	14	3
Total(%)	116(55)	30(14)	8(4)	4(2)	40(19)	12(6)

* In Samastipur district of Bihar Post of Hostel Warden (State funded boys hostel) is vacant, hence information not available.

** Indicates that State/District level officials were not involved in case of JNU.

3.10.3 Visits by Supervisors

The Supervisors visited the construction sites very frequently. It can be seen from table - 3.13, 113(or 59%) out of 191 Supervisors are reported to have visited once/twice a week. Further as many as 55(29%) Supervisors reported that they visited the construction sites every day. Taken together, these two constitute about 88 percent of the responses. Construction of one hostel in Meerut(UP) not started due to land dispute.

Table - 3.13: Visit of the Supervisors to the Construction Sites as Reported by them

State	Frequency of Visit of the Supervisors:				
	Every day	Once/twice a week	Fortnightly	Monthly	Any other
Andhra Pradesh	-	17	7	-	-
Bihar	1	1	-	-	-
Delhi(JNU)	-	2	-	-	-
Haryana	14	1	-	-	-
Karnataka	18	6	-	1	-
Madhya Pradesh	11	43	-	4	-
Orissa	3	14	-	-	1
Rajasthan	1	5	3	1	-
Uttar Pradesh	7	24	4	-	-
Total(%)	55(29)	113(59)	14(7)	6(3)	1(1)

3.11 Involvement/Role of NGO

NGOs were involved in the scheme only in Haryana. In fact, the scheme in Haryana was managed mainly by NGOs and Educational Institutions. In other 7 states, no NGO was reported to be involved in the scheme.

3.12 Monitoring and Reporting System Prevailing under the Scheme including at the Construction Stage

Monitoring and reporting involves inspection visits by concerned officers and agencies and sending periodic reports to higher authorities. Periodical progress reports at different stages of construction were reportedly sent to district authorities, who forwarded the same with their comments to the state level authorities. Sending of progress report to higher officials by the supervisors indicating progress of work, utilization of fund, etc. was a regular feature in all the states. Details given in table 3.14 below reveal that such reports in all states (81%) except Haryana were sent mostly at monthly interval. A few agencies in Haryana, Orissa and Uttar Pradesh either sent the reports or submitted only utilization certificate to controlling authority (VC/ Registrar) /UGC as and when required at longer intervals.

Table - 3.14: Frequency of Sending Progress Reports by Supervisors

State	No. of Supervisors Sending Progress Reports:				
	Monthly	Quarterly	Annually	Any Other	Not sending
Andhra Pradesh	22	-	2	-	-
Bihar	2	-	-	-	-
Delhi(JNU)	1	-	-	1	-
Haryana	-	2	-	6	7
Karnataka	25	-	-	-	-
Madhya Pradesh	56	2	-	-	-
Orissa	10	1	-	7	2
Rajasthan	11	-	-	-	-
Uttar Pradesh	29	-	-	6	1
Total (%)	154(81)	5(3)	2(1)	20(10)	10(5)

The progress reports by the Supervisors were sent mostly (69%) to the concerned district level officials while some sent them to District Collectors and others. Details are given in table 3.15 below.

Table - 3.15: Progress Report of Work Sent by Supervisors

State	No. of Supervisors Sending Progress Report to Various Authorities:			
	District Collector	District Level official Concerned	Block Development Officials	Any Others*
Andhra Pradesh	6	15	4	12
Bihar	2	1	-	-
Delhi(JNU)	-	-	-	2
Haryana	-	-	-	10
Karnataka	-	25	-	-
Madhya Pradesh	9	56	-	6
Orissa	1	11	-	5
Rajasthan	-	4	-	7
Uttar Pradesh	13	19	-	20
Total (%)	31(16)	131(69)	4(2)	62(32)

Note: Multiple responses received

Note:-reporting to controlling authority VC, Registrar, UGC as and when required.

Reports were also sent by Wardens to district level authorities. These happened mainly due to maintenance and upkeep of hostels. Such reports were monthly in Andhra Pradesh, Madhya Pradesh, Orissa, and Rajasthan. But it was half yearly in Bihar, yearly in Haryana and in few cases of Madhya Pradesh & Orissa. It may however be noted that only 54% hostel Wardens were sending monthly report while most of the hostel Wardens in Bihar, Haryana, Karnataka and Uttar Pradesh did not send any report to the district administration at all. Details can be seen from table 3.16 below.

Table - 3.16: Frequency of Sending Report to District Administration by Wardens

State	No. of Wardens Reporting for upkeep of Hostels:				Not Reported
	Monthly	Quarterly	Half Yearly	Yearly	
Andhra Pradesh*	48	-	-	-	2
Bihar**	-	4	-	-	10
Delhi(JNU)*	-	-	-	-	2
Haryana	1	-	1	1	10
Karnataka*	-	-	-	-	33
Madhya Pradesh	47	1	1	9	-
Orissa	4	-	-	1	2
Rajasthan	14	-	-	-	-
Uttar Pradesh	-	2	-	-	17
Total (%)	114 (54)	7 (3)	2(1)	11 (5)	76(36)

* Indicates that Registrar Office, JNU, New Delhi submitted only utilization certificate, but hostel Wardens of Central University, Hyderabad and Karnataka did not send any reports to district administration.

** In Samastipur district of Bihar Post of Hostel Warden (State funded boys hostel) is vacant, hence information not available.

Chapter- 4

Allocation of Grants and Expenditure on Hostels

4.1 Funding Pattern under the Scheme

The Ministry of Social Justice and Empowerment, GOI has laid down certain norms for funding various agencies for construction of hostels for SC boys and girls. Hostels constructed had to conform the funding pattern prescribed under the scheme as per details given below:

Table - 4.1: Sharing of Cost under CSS

Sharing of Cost	Central Share	State Share	Univ./NGO Share
Grants to States	50%	50%	-
Grants to Central Universities	90%	-	10%
Grants to State Universities/NGOs	45%	45%	10%

As is clearly visible from the above table, under the Centrally Sponsored Scheme (CSS) the hostels are constructed with matching grants of state and central governments. For construction of hostels under **Central Universities**, center's share goes up to 90 percent and remaining 10 percent is borne by Universities themselves. As far as grant to state Universities/NGOs hostels is concerned, 45 percent burden is borne by centre and 45 percent by the state government while the remaining 10 percent is to be contributed by the state universities/NGOs.

Table - 4.2 Amount released by GOI and State Government during 1992-2003

State	Amount(%) released (Rs. in Lakh)				
	GOI Contribution	State Govt. Share	University/Govt. College share	NGO	Total
Andhra Pradesh	3987(53)	3474(46)	100.00(1.32)	-	7561.00
Bihar	299(74)	103(26)	-	-	402.00
Delhi(JNU)	310(87)	-	47.44(13)	-	357.44
Haryana	890(45)	329(17)	687.00(35)*	53(3)	1959.00
Karnataka	1835(39)	2841(61)	-	-	4676.00
Madhya Pradesh	2410(50)	2410(50)	-	-	4820.00
Orissa	469(50)	469(50)	-	-	938.00
Rajasthan	848(56)	669(44)	-	-	1517.00
Uttar Pradesh**	-	-	-	-	-
Total	11048(50)	10295(46)	834.44(3.75)	53(0.25)	22230.44

* Includes Rs.170 lakh Govt. College share.

** State level schedule was not received, hence information not available.

The respective contributions from the centre and the states are given in table 4.2; it presents a mixed picture with respect to adherence to the norms of sharing of cost. Only in Madhya Pradesh and Orissa the share of the State Government was almost matching to the share of the Government of India. While in two states central share was more than the state share e.g. in Andhra Pradesh the central share was 53% and the state share 46%, similarly in Rajasthan it was 56% & 44% respectively. But in Karnataka, the state share was one and a half times larger than the central share. On the other hand, in the case of Bihar and Haryana, the state share was about one third of the central

share. In the state of Bihar state it was observed that from 1992-93 to 2002-03 Rs. 298.805 Lakh of Central share were released, however corresponding release of the State share of Rs.103.11 Lakh was nearly one third of the Central share. It is not clear why there is a great mismatch in the fund released and hostels constructed. Central and State share taken together come to Rs. 401.915 lakh, but during the period only two hostels have been constructed (as can be seen from table-3.6) for about nearly Rs.40 Lakh. Therefore it is clear that rest of the amount i.e. about Rs. 361.915 Lakh have been kept unutilized.

4.2 Modality of Release of Funds

The Ministry of Social Justice and Empowerment, GOI has laid down a procedure for releasing central assistance for construction of hostels for SC boys and girls. At the time of inviting proposals under the scheme, the Ministry impresses upon the States/UT Administrations, Universities and voluntary organizations to submit the proposals separately for SC boys and girls in the prescribed form along with necessary documents (indicated at para 1.4 of chapter-1). Before disbursing funds Ministry obtains most of the necessary details through the forms mentioned below:

In Annexure-I a recipient has to furnish information regarding:

- 1) Location of proposed hostel.
- 2) No. of inmates proposed to be accommodated.
- 3) Whether land has been acquired.
- 4) Total estimated cost.
- 5) Likely date of completion.
- 6) State share provided in the state budget.
- 7) Central share proposed for release.
- 8) Nature of hostel (Govt. sponsored or to be constructed by NGO/University)
- 9) If non-government/University whether 10% of the cost will be borne by the Organization.

In Annexure-II, the recipient has to provide the yearly financial progress report indicating the following:

- (1) Amount provided as state share.
- (2) Central Assistance sanctioned by Ministry of Social Justice and Empowerment.
- (3) Actual amount utilized out of State share or Central share.
- (4) Unspent balance of central assistance upto 31st March.

Besides, the following details relating to physical progress is submitted yearly:

- 1) Hostels sanctioned by M/o Social Justice & Empowerment along with locations.
- 2) Whether completed.
- 3) If completed, the year of completion.
- 4) If not completed, stage of construction.
- 5) Expected date of completion.
- 6) Reasons for non-completion.

Proposals received from district officials along with their budgetary provisions are forwarded to the M/o Social Justice and Empowerment, GOI through the State Govt. for release of central share i.e. 50%. If the GOI releases its full share, the entire amount will be released in one installment; otherwise proportionate allotment will be made.

In 54 percent of selected districts, funds were released to Department of Social Welfare, DRDA or construction agency while in 16 percent cases; funds were released

through District Collector. The remaining was released to executing agencies. The funds were deposited in Personal Ledger Account (PLA) of the concerned executing agencies at the district level (i.e. Director, Department of Social Welfare).

There is no provision for revision of the estimated cost and the cost should not exceed estimates. The construction should be completed within 11 months and be handed over to the authorities. In case of defect noticed during construction, the agency must rectify on its own.

4.2.1 Cost Ceiling per Inmate

The Ministry revised the norms on cost ceiling per inmate for hostel construction which became effective from February, 1991. These are being followed while working on estimates of costs. These rates are given in table 4.3.

Table - 4.3: Cost Ceiling per Inmate Effective from February 1991

Type of Accommodation	Norms on Cost Ceiling per Inmate	
	Plain area (Rs.)	Hilly Area (Rs.)
For accommodation only	14,620	17,700
Accommodation plus ancillary activities	20,220	24,500

Cost estimates were prepared by the JE/AE based on the latest PWD scheduled rates.

4.3 Release of State Share

Tables 4.4 shows that Karnataka is the only state where all the five reporting districts have given the same response with respect to procedure for release of fund (namely after release of 50% GOI share, funds released by State Social Welfare Department in installments on the basis of progress of construction of hostel). In Andhra Pradesh, Haryana and Rajasthan responses from most of the districts are identical. In contrast, in states like Bihar, Madhya Pradesh, Orissa and Uttar Pradesh the responses are at variance, so that it is not possible to identify a particular response as the representative one for the state as a whole.

Table 4.4: Procedure adopted by State Govt. for Release of Fund to the districts for construction of Hostels

Name of Selected States	No. of districts selected	No. of Districts					
		Procedure Adopted:					
		State Govt. Released Fund in Advance directly to Executive Agency on the basis of Estimates Submitted	M/o SJ&E Released Fund to the NGOs/ Universities through Distt. Welfare Officer	Fund from State Nodal Deptt. to District Collector for Disbursement as sanctioned	After Administrative Approval Fund Released to Executive Agency by State Nodal Deptt.	After Release of 50% GOI Share Funds Released by Deptt. of Social Welfare in installment on the basis of Progress of construction	Other Procedures
Andhra Pradesh*	5	4	-	-	1	-	-
Bihar	10	2	1	2	-	3	2
Delhi(JNU)*	-	-	-	-	-	-	-
Haryana	5	-	4	-	1	-	-
Karnataka	5	-	-	-	-	5	-
Madhya Pradesh	9	1	-	1	1	5	1
Orissa	6	3	1	-	2	-	-
Rajasthan	6	5	-	1	-	-	-
Uttar Pradesh**	21	14	3	-	1	2	-
Total (%)	67	29(43)	9(13)	4(6)	6(9)	15(22)	3(4)

* Central University ,Hyderabad, AP and JNU, Delhi have CSS hostels for which GOI release 90% funds directly to University Registrar, hence not applicable. State/District level officials were not involved in case of Central Universities.

** As new district Sant Kabir Nagar(PU) not having its own staff, its work was carried out by staff of Basti District(UP), hence for both districts one schedule was canvassed.
information not provided by concerned authority of Ambedkar nagar district as it was new district and fund information was not available.

In 43 percent selected districts, it is found that funds are released in advance directly to Executing Agency on the basis of estimates submitted by them. This procedure was reported to be common in sixty seven percent selected states. On the other hand, release of funds in installments on the basis of progress of construction work was found in vogue in 22 percent districts. Further, 13 percent responses were that the Ministry of Social Justice & Empowerment, GOI released fund to the NGOs/ Universities through District Welfare Officers. In some districts funds were released directly by the nodal department to construction agencies after administrative approval and in other districts it was through the District Collector.

Looking at the data with respect to preconditions for release of fund (Table-4.4), one finds maximum across the district uniformity in Andhra Pradesh and Karnataka where 4 out of 5 districts have mentioned one condition each, though the conditions are not the same in the two states. This is followed by Orissa and Rajasthan. On the other, the inter-district responses in Bihar, Madhya Pradesh and Uttar Pradesh are quite varied.

Table - 4.5 : Awareness of District Authorities about Pre-conditions laid down by State Govt. for Release of Fund

Name of Selected States	No. of Districts Reporting:								
	Pre-conditions Laid Down by State Govt. for Release of Fund								
	Approved Design / Map of Proposed Hostel & Technical Sanction	As per Guidelines/ Terms & Conditions of Scheme/ Agreement	Estimated Cost of Proposed Hostel based on CPWD/ PWD Rates	Availability of Owned Land (Govt./ donated also NGO) without any Disputes	Local area Public Demand/ No. of Students	Selection of Construction Agency	After Receiving Utilization Certificate & Audit Report	Not Aware of Pre-conditions	Others
Andhra Pradesh*	1	-	-	5	-	-	-	-	-
Bihar	2	1	4	1	-	-	-	-	2
Delhi(JNU)*	-	-	-	-	-	-	-	-	-
Haryana	-	2	-	3	-	-	-	-	-
Karnataka	-	-	4	-	-	1	-	-	-
Madhya Pradesh	2	-	-	1	1	7	1	-	-
Orissa	-	-	-	-	-	-	1	5	-
Rajasthan	-	-	-	-	-	2	-	4	-
Uttar Pradesh	5	-	11	13	-	1	-	-	1
Total (%)	10(15)	3(4)	19(28)	23(34)	1(1)	11(16)	2(3)	9(13)	3(4)

Note: Multiple responses received; information as per report of District Authorities.

* Central University, Hyderabad, AP and JNU, Delhi have CSS hostels for which GOI release 90% funds directly to Registrar, hence not applicable

For the entire sample as a whole, the most frequently encountered preconditions were **availability of owned land (government/donated including land owned by registered NGOs), estimated cost of proposed hostels based on CPWD/PWD rates, selection of construction agencies and approval of design/map of the proposed hostels**. These preconditions are consistent with the procedure of release of funds in advance discussed earlier. In some cases, as in one district in Madhya Pradesh and two districts in Orissa, the state government insisted on submission of utilization certificate and audit report. In these cases, the question of making advance payment did not arise. **It is significant to note that 13% districts (i.e. Jajpur, Bhadrak, Keonjhar, Dhenkanal and Balasore districts of Orissa and Dausa, Tonk, Baran and Sikar district of Rajasthan) DSWO were not even aware that any precondition existed for release of grant** as the fund is directly released to concerned Executing Agency ignoring the district level Department of Social Welfare.

The overall conclusion emerges that funds were often released in advance to construction agencies after ensuring availability of land and approval of design/map and estimated cost based on PWD rates or norms. These are the minimum requirements of construction activity for any government building and could be assumed as a part of normal functioning by government officials. Hence these preconditions could be taken for granted.

As regards, the time taken in release of the state share to agencies responsible for construction of hostels for SC boys and girls, a mixed picture emerges across the eight selected states. In the case of **Andhra Pradesh**, it has been reported that the state govt. normally took 2-3 months in releasing the fund, after the central share was released. But in some years, the release took place without any delay. For example, in the years 2003 and 2004, the Government of India released the funds to the state government in March 2003 and 2004 immediately after the submission of proposals. The state, in turn, released the required amount to the implementing agencies also in time as may be seen in the tables below.

Andhra Pradesh : Timelines of Release of Funds from GOI and State Government

Year	Date of Submission of the Proposals to GOI	Release of Fund from GOI to State (Rs. in lakh)		Release of fund from State Govt. to Implementing Agency (Rs. in lakh)	
		Amount	Date	Amount	Date
2002-03	March, 03	968.33	11.3.03 26.3.03	869.30	30.3.03
2003-04	12.03.04	505.50	March, 04	489.40	March, 04
Total	-	1473.83	-	1358.70	-

The table given below shows the average time taken by the Department of Social Welfare or state nodal department in releasing funds to the implementing agencies in the state of **Orissa**.

Orissa : Timelines of Release of Funds from GOI and State Government

Year	Date of Submission of the Proposal to GOI	Release of Fund from GOI (Rs. in Lakh)		Release of Fund from Department of Social Welfare or Nodal Department to the Implementing Agency in the State (Rs. in Lakh)	
		Amount	Date	Amount	Date
2001-02	10.12.2001	25.00	28.03.2002	25.00	02.11.2002
2002-03	21.03.2003	21.04	26.09.2003	21.04	10.03.2005
2003-04	19.03.2004	Nil	-	-	-
Total		46.04		46.04	

In the case of **Karnataka**, although there was no information about the time lag between the release of central share and the release of the share by the state government, it is understood that the state government released its share within one month of the receipt of the central share.

The release of state share in **Rajasthan** was influenced by the overall financial position of the state government. In view of the above, **state govt. also was not prompt in sending proposals for funds to GOI as it was not sure whether the state**

would be able to mobilize corresponding matching grant due to severe financial constraint faced by it.

The state share in **Haryana** was released by the Finance Department of the state government to the state level nodal agency after 2 -3 months of the receipt of the central share. The subsequent release of fund by the nodal department to the NGOs was done subject to the submission of the audited statement of account by them against the amount received earlier, if any. **As reported by the officials of NGO, they got the fund within 6 months from the date of application. However, in 50% cases (4 out of 8) it took only a month to get the amount.**

In the case of **Bihar**, the state nodal department admitted that the time taken earlier between release of funds by GOI and release of funds to Social Welfare Department was inordinately long due to complicated procedures and huge amount of unutilized fund from earlier years were resting with the State Government. The same department also reported that the procedures had since been revised and made simpler. But no information is available as to whether the revised procedures have actually resulted in removal of the earlier delay.

In the case of **Madhya Pradesh**, it was observed that the time taken for release of grant was 2-3 months in the districts of Ujjain, Sehore and Bhopal while in the remaining districts; the grant was released within a month.

Thus **Andhra Pradesh is the only state where release of the state share was more or less timely.** Delays of varying durations took place in other states.

4.4 Release of Central Share

The Central Share was released by the Government of India to the Finance Department of the respective State governments which, in turn, released the same to the state nodal department i.e. the Department of Social Welfare in most cases. **In many states, there used to be a delay in the transfer of the central share from the Finance Department to the State Nodal Department.** According to the state government, there was inordinate delay in Bihar due to complicated procedures. The delay was reported to be one month in Karnataka and two to three months in Haryana and Rajasthan. JNU, Delhi authorities informed that each installment of grant was released on submission of utilization certificate for the previous installment of the grant. This information was not available for state of Uttar Pradesh.

The Government of India released its full share in one installment in case of Madhya Pradesh and Orissa. An attempt was made by the PEO study team to find out the time taken by the Government of India in releasing the central share after receiving the applications from the state governments. But only a few state governments responded to this query. Andhra Pradesh government provided information for the years 2002-03 and 2003-04 (given in table earlier) according to which the central government released the funds immediately after receiving the proposals from the state government. But, in the case of **Orissa**, as can be seen from the table presented earlier, there was a delay of 3.5 months in 2001-02 and 6 months in 2002-03. **In the case of Bihar, the state government submitted proposals to the central government in August 2002 and August 2003. But no amount was released by the government of India till the date of the survey. A possible reason for this could have been the availability of huge amount of unutilized fund from earlier years resting with the state governments.** Other states did not provide information on this aspect.

4.5 Utilization of Fund

Data presented in table 4.6 shows that the actual expenditure incurred is not exactly equal to the sanctioned estimate in any state. But the two figures are almost equal in Bihar, Karnataka and Rajasthan. In the three states of Orissa, Uttar Pradesh and Madhya Pradesh the divergence between actual expenditure and sanctioned estimate was between 10 to 15 percent which can be regarded as tolerable. Actual expenditure was less than the estimates in these three states. It is observed that in Andhra Pradesh, expenditure is excess, because of (1) in general the hostels are being sanctioned with unit cost common for all the areas in the month of April and the grants are released during September/October, (2) the original estimates are prepared during April with previous years Schedule of Standard Rates (SSR) and new SSR will come into force actually when the grants were released i.e. during Sept./October. This causes a variation in rates to the extent of 15% excess. Similarly in Delhi (JNU) it is noted that CPWD charged departmental charges @ 3% and Architect charged architectural charges @ 3% of the project cost. In Karnataka, due to loose soil of hostels site, location changed after sanction hence actual expenditure was excess. However, taking all the 8 states together, we can conclude that there was a reasonably good convergence between sanctioned costs and actual expenditure.

To minimize the gap between actual expenditure and sanctioned amount it is mentioned that instead of preparing cost estimates at state level, the district authorities may be entrusted this work. Sanctioned amount also not sufficient to provide compound wall, water and sanitary facilities etc. hence amount is included in estimates or enhanced for providing these essential needs, the unit cost may be fixed based on the plinth area plus 10% extra for fluctuations of rates.

Table - 4.6: Utilization of Fund for Construction of Selected Hostels in Selected Districts of each State during the period 1992-93 to 2002-03

States	Sanctioned Amount (Rs. lakh)	Actual Expenditure (Rs.lakh)	Sanctioned Capacity of Inmates	Average Expenditure Per Inmate(in Rs)
Andhra Pradesh	706.48	717.31	3198	22430
Bihar	41.39	41.68	100	41680
Delhi(JNU)	316.60	357.44	200	178720
Haryana	1071.97	896.29	1047	85606
Karnataka	566.69	580.64	1400	41474
Madhya Pradesh	1273.19	1243.05	2280	54520
Orissa	100.67	98.63	520	21918
Rajasthan	163.50	152.32	226	58135
Uttar Pradesh	948.25	864.50	1848	46780
Total	5188.73	4951.86	10785	45914

* Note :-Out of 9 selected states Rs 45914 is average expenditure per inmate.

In Bihar, only 2 hostels were constructed under CSS during the entire period. The amount spent on their construction was Rs.41.68 lakh against the release of Rs.401.92 lakh by both centre and state. The balance of Rs. 360.24 lakh, which was 90% of the amount released, remained unutilized. That might be the reason why funds for hostel construction were not sanctioned by the Government of India in the years 2002-03 and 2003-04 despite specific proposals for central funds submitted by the state government.

Average expenditure per inmate on construction of hostels varied widely across the different states, from Rs.85606 in Haryana to Rs.21918 in Orissa and 178,720 in JNU, Delhi. The variations are really very wide. **Norms of ceiling expenditure fixed by the Union Ministry (table 4.3) were violated in most of the states.** This is, of course, not surprising since the norms fixed by the Government of India are outdated and should be revised in keeping with changes in the price level. Even then, **there is need for the Government of India to keep a vigil on per inmate cost of construction in different states so as to discourage wasteful expenditure or siphoning of funds by the contractors.** In case of JNU, Delhi two hostels (Mahi and Mandavi) were covered under the study where the average expenditure per inmates is Rs. 1, 78,720 which is the highest in comparison with other sample states. The case of Haryana in this context needs to be noted in particular. The hostels in Haryana involved only additions and renovations of the existing buildings and not construction of new buildings. Costs for the former were expected to be lower. And yet, per inmate cost in Haryana Rs. 85,606 is higher than all other states.

Chapter- 5

Functioning & Suitability of Hostels including Facilities provided to the Inmates

5.1 The Suitability of the Locations

The sites actually selected were found to be suitable by most of the Wardens and Knowledgeable Persons as can be seen from table 5.1 given below.

Table - 5.1: Suitability of the Hostel Locations according to the Needs of SC Students

State	Views of Wardens		Views of Knowledgeable Persons	
	Suitable	Not suitable	Suitable	Not suitable
Andhra Pradesh	50	-	48	-
Bihar*	14	-	16	-
Delhi(JNU)	2	-	2	-
Haryana	13	-	8	5
Karnataka	30	3	30	3
Madhya Pradesh	51	7	44	14
Orissa	7	-	6	1
Rajasthan	13	1	14	-
Uttar Pradesh**	13	5	15	3
Total(%)***	193(92)	16(8)	183(87)	26(13)

* In Samastipur district of Bihar Post of Hostel Warden (State funded boys hostel) is vacant, hence information not available.

**Construction of one hostel in Meerut distt. of UP not started due to land dispute, hence information from Warden and Knowledgeable Person not available

***few of the wardens and knowledgeable persons did not respond to this specific question

Notwithstanding the above, a few shortcomings were observed by the field staff of the study team. In Andhra Pradesh the site selection for hostels in a few places created problems due to substitution of names as sites for selection of hostels were shifted to other locations and even sometimes to nearby districts. In Rajasthan, the locations of a few hostels were not found suitable as they faced acute problem with respect to availability of drinking water. In some cases in this state, as for example in the case the girls hostel at Kankroli in Rajsamand district, hostels were situated in isolated locations without any approachable road. In some cases in Madhya Pradesh as in Ujjain, Sidhi, Guna, Sivni, Narsinghpur and Datia districts some hostels were constructed on new sites since the identified sites were not accessible by easy approach roads and far away from the inmate's normal places of residence or education.

In Barabanki district of Uttar Pradesh, it was observed that one boy's hostel selected was not situated on a suitable place from the location point of view, as only students of an Inter College (wherein it was constructed) could stay there. The Inter-College had few SC students. The hostel constructed was underutilised partly because the SC students studying in other institutions were not allowed to stay there. In the selected district of Barabanki, the study team observed that the sites of all sample hostels were perhaps selected under political pressure without proper survey to estimate the potential of SC students in the area, which is a pre-condition for determining suitability of location for hostel. Instances of flouting of norms of suitability of locations were found in almost all the selected districts of Uttar Pradesh.

In Meerut the scheme was a total failure as the department could not provide suitable land for more than 10 years. Funds were allocated without proper survey to know the potential availability of SC students at a suitable place. As a result two hostels constructed were lying unutilised, as observed in course of the study because of wrong selection of site, while the state government had further sanctioned Rs. 71 lakh for construction of another hostel. This bears testimony to the apathy of the state government towards the scheme and its failure to monitor the flow of funds. **One boy's hostel in Banda District remained non-functional and deserted since found unsafe from the view point of inmates' security. One boys' hostel in Allahabad District had never been used as hostel. It was occupied by an Ashram Type School (ATS) even before it was handed over to DSWO.** Similar cases of selection of inappropriate location of sites for construction of hostels for SC boys and girls were found in the selected districts of Kanpur, Varanasi and Sahajanpur, to name a few where either the hostels could not be ultimately constructed, or if the hostels were constructed the same remained unutilised.

Yet a large number of Wardens from Uttar Pradesh viewed the selection of location differently. A majority of them (13 out of 18) felt that the location of hostels was suitable. 15 out of 18 knowledgeable persons interviewed also gave favourable views regarding location of hostels. In case of JNU, Delhi both the hostels were constructed inside the University campus which found suitable for the inmates.

Hostels were, by and large, constructed in urban and semi urban areas. The beneficiaries living in rural areas therefore had to cover unusually long distances to seek admission in the hostels. There is a need for reviewing the present guidelines with regard to location of hostels. Some hostels should be located in rural areas also, preferably in those with large concentration of SC population so that SC boys and girls within at least 10 Km from their residence get hostel facilities.

5.2 Layout of Construction in Case of New Hostels

The guidelines for the scheme prescribes that a simple and functional design may be followed for construction of hostels keeping in view the utility, restricting expenditure on beautification etc. to the barest minimum. According to the guidelines, design should include necessary amenities like electricity, drinking water facility, kitchen, dinning hall, common room and warden's accommodation. The guidelines also clearly emphasize that the provision of barrier free access for students with special needs should also be made in the design.

5.3 Status of Hostels Constructed under the Scheme

Table - 5.2 reveals that out of 265 hostels selected for the sample (both under CSS and 100% State funding), 213(80%) hostels were found functional at the time of visit of field staff. 21(8%) were found non-functional (Table-5.2(A), 15(6%) were found used as Office, Library,

Table - 5.2: Status of the Selected Hostels

State	No. of Hostels :				
	Selected for Sample	Found Functional	Found non-Functional	Used for Other Purposes	Under Construction
Andhra Pradesh	50	50	-	-	-
Bihar	21	16	3	2	-
Delhi(JNU)	2	2	-	-	-
Haryana	15	13	-	-	2
Karnataka	42*	33	2	-	6
Madhya Pradesh	59	58	-	-	1
Orissa	18	7	2**	6	3
Rajasthan	15	15	-	-	-
Uttar Pradesh	43	19	14	7	3
Total (%)	265	213(80)	21(8)	15(6)	15(6)

* Includes one, 100% state funded hostel constructed in Gulbarga University which wrongly selected under CSS.

** Construction completed but lying vacant due to non-availability of water and electricity.

Class rooms etc. (Table-5.2(B) and the remaining 15(6%) were under construction (Table-5.2(C). Non-functional hostels were found mainly in Uttar Pradesh, Bihar, Orissa and Karnataka. Both the hostels in JNU, Delhi are found functional. Earlier, Mahi hostel was sanctioned for girls but later on University authorities decided to use it as a boy's hostel as well, due to security consideration.

5.3.1 Non-functional Hostels

Quite a few of hostels constructed under state sector were non-functional due to non availability of inmates, the main reason for which was that there were many schools in urban areas within short stretches and students were generally from within the vicinity of the schools. Hence, they did not evince interest in being admitted as inmates of the hostels. **The hostel for boys constructed under CSS in Aurangabad district of Bihar remained unusable as inmates were not residing due to lack of furniture and kitchen utensils as reported.**

Table-5.2(A): List of the Hostels Found Non-functional and Reasons thereof

State	Districts	Name of the Hostels Found Non-functional	Reasons thereof
Bihar	Patna	Gardanibagh Girls Hostel	Girls come to school from nearby areas
	Rohtas	Kalyan Chhatrawas (boys), Nasariganj	Constructed without assessing the need
	Aurangabad	Harijan Chhatrawas(Boys), Obra	In the absence of basic amenities i.e. furniture & kitchen utensils etc. lying vacant.
Karnataka	Chitradurga	Post-matric Boy's Hostel, Chitradurga Town	Adequate water not available, inmates do not stay in the hostel.
		Pre-matric Girls Hostel, Madakere	The bldg. is yet to be inaugurated; hence inmates have not yet occupied the hostel.
Orissa	Keonjhar	Chandrashekhar College Boys	Without electricity & water lying vacant
	Cuttack	Narsinghpur College Boys	Scarcity of water & electricity lying vacant
Uttar Pradesh	Banda	Boy's Hostel, Naraini	Remained non-functional due to no potentiality of SC students
	Basti	SC Girl's Hostel, Babhnan	Remained non-functional due to no Warden, Peon, Watchman posted in the hostel
	Sant Kabir Nagar	SC Boy's Hostel, Parbata	Non-functional due to wrong selection of site without assessing SC students potentiality
	Gorakhpur	SC Boys Hostel, Kauriram	Remained unused due to wrong assessment of SC students potential at the time of site selection
	Chitrakoot	SC Boy's hostel, Mau	Remained non-functional due to wrong selection of site in the middle of agriculture land with no access to the nearest road at a distance of 300 meters
	Varanasi	SC Boy's Hostel, Badagaon	Never became functional due to wrong selection of site
	Kanpur	SC Girls hostel, Kalyanpur	Non-functional as located in a distant, deserted and insecure place abandoned by notified criminal type. Nearest degree college was at least 5 KM away.
	Bareilly	SC Girls hostel, Ruhaikhand University	Not handed over to university due to lack of electricity connection
	Shanjhanpur	SC Boy's hostel, Jalalabad	Not handed over to DSWO due to lack of electricity connection
		SC Girls hostel, SS Degree College	No warden, peon, watchmen posted
	Fatehpur	SC Boy's hostel, Khaga	Located at a deserted place. No potential of SC boys
	Barabanki	SC Boy's hostel, Hasawapur	Located at a deserted place lying vacant
	Faizabad	SC Boy's hostel, Kalyanpur	No warden, peon, watchmen posted
		SC Girls hostel, GGIC, Faizabad	No warden, peon, watchmen posted

5.3.2 Use of Hostels for Other Purposes

All the functional hostels in Andhra Pradesh, Haryana, Karnataka, Madhya Pradesh and Rajasthan were used for the purpose for which they were constructed. However some deviations were found in **Bihar and Orissa**. In Bihar, the Welfare girl's hostel in Siwan district was found to be occupied by boys. Similarly Mahila Shilpkala Welfare Hostel in Jaitpur in Muzaffarpur district was used as a Primary School. In Orissa, Katakabi H.S. **Bahalalpur** Boys Hostel in Bhadrak district was used as class rooms; Panchayat H.S. Girls Hostel in Keonjhar district was used as Head Mistress's office; Parimal College Boys Hostel in Dhenkanal district was used as college office; Anchalika Mahavidyalaya Girls Hostel in Dhenkanal district was used as class rooms; Mahima Mahavidyalaya Girls Hostel in the same district was used as college office; and Christ Church College Girls Hostel in Cuttack district was used as a library. The use of hostel buildings for other purposes speaks of the fact that utilization of assets created in the name of hostels is a deliberate distortion.

In Uttar Pradesh, the PEO team came across several cases of hostels constructed for SC boys and girls under the scheme, but used for other purposes. For example, one hostel constructed for girls under CSS in **Sahajanpur district was occupied by the officials of District Social Welfare Department and their office functioned from there. The DSWO reported that they were using the building for office purposes as girl's inmates were not available and the building was lying idle**, a glaring instance of wastage of government funds. Another glaring case of improper use of SC hostels in **Siddarth Nagar district was observed. The hostel was constructed for SC students. It was found in course of field study that the hostel accommodated 45 students, all of them being non-SC. To hide the identity of the hostel, the college had removed the sign board indicating that the hostel was constructed for SC students.**

In one girls hostel constructed under CSS in Pratapgarh district, the location was alright as the hostel was situated at a suitable place, about 500 meters away from a post-graduate college and there was no other good girl's hostel in the area. But when the field team visited the sample CSS hostel **it was found that the inmates were all boys of Degree College and were of general category. They mostly belonged to West Bengal and were enrolled in agricultural engineering stream of a nearby college.** On enquiry, it was found that the college authorities claimed that the **college was the owner of the building** (signboard showing that the hostel was constructed for SC students under CSS was removed) **and charged per head Rs. 1800 per annum.** That shows that they stayed in the hostel on a yearly basis. Besides, every inmate paid Rs. 600 per month as mess charges to a reader of economics of local MM-PG College who was in-charge of the hostel. The reader, however, during discussion with the field staff, admitted of **not maintaining any record of the hostel including details of inmates. He passed on the blame to the Principal of the college who reportedly asked him to collect money from the inmates.** The above case is an example of blatant misuse of government funds and facilities **created for the down trodden underprivileged sections of the society. The government building was taken over by the college and misused for easy source of earning for the college authorities by making unsanctioned use of the building.** A list of hostels used for other purposes is given in Table-5.2(B) and status of hostels under construction is given at Table-5.2 (C).

Table-5.2(B): List of Hostels used for Other Purposes

State	Districts	Name of the Hostel Found used for Other Purposes	Details of used for other Purposes
Bihar	Siwan	Welfare Girls Hostel	Occupied by boys
	Muzaffarpur	Mahla Shilpkala Welfare Hostel, Jaitpur	Used for Primary School
Orissa	Bhadrak	Kantakabi H.S.Bahabalpur, (Boys)	Used as Class Room
	Keonjhar	Panchayat H.S. Bargaon (Girls)	Used as Head Master's Office
	Dhenkanal	Parimal College (Boys)	Used as College office as acute water problem
		AnchalikaMahavidyalaya, (Girls)	Used as class room
		Mahima Mahavidyalaya (Girls)	Used as College office
	Cuttack	Christ College (Girls)	Running a library in hostel as SC students had not come forward to be boarders alone hence available SC students are accommodated in other hostels at Christ College meant for all categories. It appears that this hostel was constructed without accessing the need and public demand
Uttar Pradesh	Pratapgarh	SC Girl's Hostel, Kalakankar	This girl's hostel is occupied by general category students of MMPG Agriculture Engineering College. The hostel has since been vacated after the visit of the evaluation team.
	Shanjhanpur	SC Girl's Hostel, Khirnibag	This hostel is occupied by DSWO for using office as inmates were not available to stay in the hostel as reported by DSWO
	Chandoli	SC Boy's Hostel, Chahaniya	Occupied by students of degree college at the instance of sports teacher Shri Sushil Kumar Pandey
	Gonda	SC Boy's Hostel, ATS Campus, Gonda	Used as Ashram Type School (ATS) as ATS is under construction
	Allahabad	SC Boy's Hostel, Iswarsaran	Used as Ashram Type School (ATS)
	Siddarth Nagar	SC Boy's Hostel, Gharwar Badni	Occupied by 45 Non-sc students of Inter College and 4 rooms by school teacher and staff at the instance of Mr. Rajendra Upadhyaya teacher of the school
		SCBoys Hostel,Saikatpur Senai Naugad	Restricted to students of Inter College, hence under utilised

Table-5.2(C):Status of Hostels Found under Construction in Following States

State	Districts	Name of the Hostel Found under Construction	Status of Hostels
Haryana	Hisar	Guru Jambheshwar University	Under construction
		Guru Jambheshwar University	Under construction
Karnataka	Kolar	Pre-matric Boy's Hostel, Tayalur	The soil was loose hence construction site was changed
		College Boy's Hostel, Chikka-ballapur Town	Delay in construction due to cost escalation
		Pre-matric Girls Hostel, Nandi	Near completion
	Devangere	Post-matric Boy's Hostel, Devangere	Under construction
		Govt. College Boy's Hostel, Harapapanahally Town	Under construction
	Gulbarga	Pre-matric Boy's Hostel, Kodla-CSS	Work has been stopped because of fund constraints.
Madhya Pradesh	Sidhi	Pre-matric Girl's Hostel, Singrouli	Under construction.
Orissa	Bhadrak	Basuli H.S. Boy's Hostel	Under construction
		Khiloreshwar Girl's H.S.	Under construction
	Balasore	Simulia College Boys Hostel	Under construction
Uttar Pradesh	Kanpur Nagar	SC Girl's Hostel, Kalyanpur	Construction work stopped due to land dispute
	Meerut	SC Boy's Hostels	Construction not started due to land dispute
		SC Girl's Hostels	Construction not started due to land dispute

From Table-5.2(C) it appears that due to paucity of fund or land disputes construction work of some hostels got delayed in Karnataka and Uttar Pradesh.

5.3.3 Occupancy Rates

Information on occupancy rate per room in the hostels is provided below in tables - 5.3 and 5.4. **Hostels in some states like Andhra Pradesh, Karnataka, Orissa and Rajasthan were overcrowded whereas some hostels in states like Bihar, Haryana, Madhya Pradesh and Uttar Pradesh were underutilized.** Taking the country as a whole, a majority of inmates were staying in rooms with occupancy rate of 11 to 20. But in case of Central Universities i.e. JNU & Hyderabad the post graduation students were provided hostel accommodation on single/double sharing basis. In JNU, Delhi it is observed that the sanctioned capacity of both the hostels for admission was 200 students but actually 315 students were admitted. In Andhra Pradesh field team also observed that the admission in respect of girls hostels (special) where 8th to 10th class students are admitted the strength have gone even up to 300 as against the sanctioned strength of 100 but additional amenities have not been provided accordingly.

Table 5.3: Number of Inmates Staying in One Room as Reported by Inmates

State	Number of Inmates Staying in One Room:							Total
	1- 5	6 - 10	11 – 20	21- 30	31- 50	51 – 75	Above 75	
Andhra Pradesh	20	44	277	114	30	12	3	500
Bihar	68	28	-	-	-	-	-	96
Delhi(JNU)	20	-	-	-	-	-	-	20
Haryana	97	11	-	-	-	-	-	108
Karnataka	-	18	128	43	-	-	-	189
Madhya Pradesh	75	139	55	2	-	-	-	271
Orissa	5	10	-	20	-	-	-	35
Rajasthan	-	21	39	10	-	-	-	70
Uttar Pradesh	100	12	16	-	-	-	-	128
Total	385	283	515	189	30	12	3	1417

Overcrowding was a serious problem in Andhra Pradesh. Inmates of Boys Hostel, Rukmapur of Karim Nagar district intimated that total strength of the hostel is 550 and 62 to 76 students are staying in one room and students are studying in class IX-X. This was also confirmed by hostel warden as can be seen in table 5.4. The average size of rooms in this hostel is 1440 square feet. Inmates of Girls Hostel, Mulkanoor & Ramadugu of Karim Nagar district reported that 14 to 36 students were staying in one room and students are studying in class-X. The average size of rooms in these hostels is 218 and 258 square feet respectively. Similar status was observed in Boys Hostel, Telkapally, Mahaboob Nagar and Boys Hostel, Khandavalli & Akividu of West Godavari districts of AP. On the other hand, occupancy rate in a majority of hostels in Bihar and Uttar Pradesh was only upto 5 followed by 6 to 10 in a few cases.

Table - 5.4 Number of Inmates Staying in one Room as Reported by Wardens

State	Number of Inmates Staying in One Room:							Total
	1- 5	6 - 10	11 – 20	21- 30	31- 50	51-75	Above 75	
Andhra Pradesh	2	4	22	21	-	1	-	50
Bihar	10	5	-	-	-	-	-	15
Delhi(JNU)	2	-	-	-	-	-	-	2
Haryana	12	-	-	-	1	-	-	13
Karnataka	-	3	21	9	-	-	-	33
Madhya Pradesh	15	35	7	1	-	-	-	58
Orissa	1	2	-	4	-	-	-	7
Rajasthan	-	4	8	2	-	-	-	14
Uttar Pradesh	17	1	1	-	-	-	-	19
Total	59	53	59	37	1	1	-	211

In Karnataka though hostels belong to Pre-matric classes but students and Wardens of nine hostels reported that per room occupancy is 25 Inmates. These hostels are Pre-matric boys hostel, Jangamkote, Kadadanamari(both CSS), Munganahally(100% state funded), Pre-matric girls hostel(100% state funded), Kembodi of Kolar district and Pre-metric girls hostel, Chitradurga, Pre-matric boys hostels Rampura & Kaluvennahally of Chitradurga district. Similar status noticed in Pre-matric boys hostel, Jennur of Chamraja Nagar and Kamalapura of Gulbarga districts. The average size of rooms in these hostels is 240 to 352 square feet. Though the rooms of hostels of other districts in the state are more or less same of the size, occupancy is only 8 to 15 Inmates. The number of occupancy was verified from the Wardens of concerned hostels as mentioned in table 5.4. The two responses are more or less consistent with each other. In Orissa also hostels of Naranpur High School of Keonjhar and Govt. Girls High School, Tenda of Balasore districts 27 to 30 inmates of class IX-X were staying in one room/dormitory that was 432 square feet in area.

5.4 Availability, Quality and Maintenance of Facilities provided in the Hostels

5.4.1 Dining Hall cum Kitchen in the Hostels

All the functional hostels in sample states had dining hall attached to the kitchen. But, in the absence of proper maintenance, **some of them in Rajasthan and Uttar Pradesh were found in unsatisfactory condition.**

5.4.2 Food provided to Inmates and its Quality

Inmates in most hostels were provided food. But, **Andhra Pradesh is the only state where an overwhelming majority of inmates have judged the quality of food supplied as good.** In Karnataka, almost all the inmates have regarded the food supplied as of average

quality. In Haryana, Madhya Pradesh, Orissa and Rajasthan, the responses are a mix of good and average. **The most unsatisfactory response is from Bihar and Uttar Pradesh.** Inmates did not get free food at government cost in the hostels situated in Muzaffarpur, Bhojpur, Bhagalpur, West Champaran, Purnia, Rohtas, Aurangabad and Samastipur districts of Bihar. There is no mess facility in the hostels run by Department of Social Welfare in Bihar. **The servant cum cook provided for the hostels were reported to be often deployed elsewhere by the authorities and hence they were not available for cooking. As a result, the inmates themselves had to cook their food or get the food from outside on payment.**

Table - 5.4 (A) : In Uttar Pradesh District-wise Number of Hostels where Inmates Cooked Food in their Rooms.

Name of District	No. of Hostels where Inmates Cooked Food themselves
Pratapgarh	1
Bareilly	1
Shanjhanpur	1
Barabanki	2
Siddarth Nagar	2
Gorakhpur	1
Badayun	1
Chitrakoot	1
Total	10

From table - 5.4(A&B) indicates that **in Uttar Pradesh inmates of 23% selected hostels cooked food for themselves in their room. Inmates of 42% selected hostels were wanted to supply Kerosene Oil for Fuel and lighting purpose at BPL rate.**

Table - 5.4 (B) : Districts-wise Number of Hostels in Uttar Pradesh where Inmates Demanded Kerosene Oil on BPL rates for Fuel and Lighting Purpose.

Name of Selected District	No. of Hostel where Inmates Demanded Kerosene Oil
Pratapgarh	1
Bareilly	1
Shanjhanpur	1
Chandoli	1
Fatehpur	1
Barabanki	2
Gonda	1
Faizabad	1
Siddarth Nagar	2
Gorakhpur	1
J. P. Nagar	1
Banda	1
Sant Ravidas Nagar	1
Badayun	1
Ambedkar Nagar	1
Chitrakoot	1
Total	18

Through the data collected at primary level from the selected inmates it is observed that **there is no mess facility in Uttar Pradesh except in few hostels of Gonda and Allahabad districts where some inmates reported the quality of food as**

average. Table - 5.5 reveals that **in Bihar, no free food was given to inmates in hostels.** In Madhya Pradesh 50 inmates of eleven (11) selected hostels reported that either mess facility was not available in the hostels or food was not provided free. They paid to the hostels from their stipend amount. These hostels are situated in Guna(2), Sihore(3) Narshingpur(2), Bhopal(1), Sivni(2) districts of M.P. Similarly 15 (43%) inmates in Orissa paid to the hostel management for food or had it outside. Hence views on quality could not be ascertained. In the case of Haryana also, the information on the quality of food is given by 18 inmates in Kurukshetra district only, while for the remaining districts food was not provided free of cost to inmates. A majority of inmates responding in Kurukshetra considered the quality of food provided as good. In JNU, 60% of the inmates informed that the food provided in the hostel was average and 10% expressed their dissatisfaction on quality of food. The hostel mess run by a private Contractor, was engaged by the Dean of students on behalf of the students. It can be concluded from the above that the situation regarding **the quality of food supplied was not very comfortable.**

Table - 5.5: Views of Inmates on the Quality of Food Provided Free in the Hostel

State	Total No. of Sample Beneficiaries	No. of Inmates Reporting Quality as:		
		Good	Average	Unsatisfactory
Andhra Pradesh	500	401	90	9
Bihar	96	-	-	-
Delhi(JNU)	20	6	12	2
Haryana	108	11	5	2
Karnataka	189	1	188	-
Madhya Pradesh	271	117	97	7
Orissa	35	12	8	1
Rajasthan	70	28	38	4
Uttar Pradesh	128	-	28	-
Total	1417	576	466	25

5.4.3 Annual Charges Paid in the Hostels

A great deal of variation was observed with respect to annual charges paid in the hostels. States in this connection can be divided into three categories. **The first category consisted of states like Andhra Pradesh, Karnataka, Madhya Pradesh, Rajasthan and Uttar Pradesh where no annual charges** (such as admission fee, rent, maintenance, diet charges, electricity/water, cooking charges etc.) were paid by inmates whether belonging to SC or general category. **In Karnataka, however, some charge for security/caution money was levied uniformly from all categories of students. In Rajasthan the non-SC students had to pay charges towards only security/caution money. In Uttar Pradesh, 15 non-sc boarders out of 33 in three districts namely Bareilly, Barabanki and Allahabad paid admission fees, diet charges and caution money/security.**

The second category consisted of states like Haryana and Orissa where some charges were paid by inmates. In the case of Haryana, this information is not provided in the inmate schedules canvassed from NGO hostels. Hence it has not been possible to present this information here. But as reported in the notes prepared by the PEO field staff, **most SC inmates staying in NGO hostels paid certain charges while staying in hostels. These charges were reported to be unequal among SCs and Non-SCs in a majority of cases but details of charges paid itemwise are not provided. But elsewhere it was noted that some hostels like the Maharishi Balmiki Ashram, Kurukshetra and Dr. B.R. Ambedkar Sabha, Hisar etc. collected nominal charges of Rs.75 per student on account of payment of water/electricity charges newspaper bills etc.**

In Orissa, practices varied from district to district. Accommodation to all inmates in the selected hostels of sample districts was provided free. In Keonjhar and Dhankanal districts inmates reported that no inmates whether SC or general category paid any amount for the facilities provided in the hostels during the period of their stay. While 60 percent inmates of three selected hostels i.e. Chitol Mahavidyalaya(Girls), Jajpur, Harekrishna High School(Girls), (occupied by boys) Narharipur, Balasore and Ravenshaw College (Boys), Dharmapara Hostel, Cuttack districts intimated that they paid to the hostel management or outside agency for their diet. Charges like admission fee, maintenance charges, diet charges, electricity/water charges, security/caution money, cooking charges etc. were paid by all categories of students in Jajpur, Balasore and Cuttack districts. Such inter district variations in charges being levied on inmates of SC hostel call for special attention on the part of the state government to introduce uniformity at the state level.

The third category consisted of Bihar where there is no mess facility in the hostel. Inmates themselves had to cook their food or get the food from outside on payment.

It would be appropriate for the Welfare Department in every state to have uniform rules in terms of free boarding and lodging in all the hostels for SC boys and girls.

5.4.4 Maintenance of Hostel Toilets

The situation with respect to maintenance was found to be unsatisfactory in almost all the selected states. Toilets and bathrooms in the hostels visited by field team were not found to be in satisfactory condition. Chocking of drains in toilets was common and cleanliness of the functional toilets was not upto the mark. **Doors and windows of some of the bathrooms in the hostels visited (as in Bihar) were broken thus rendering them unfit for use. Water accumulation around toilets was found in Karnataka.** There was thus no regular cleanliness, repair and maintenance of the most of the hostel toilets.

It was only in Andhra Pradesh that somewhat satisfactory conditions were observed in only two districts namely Karimnagar and Chittor. The reasons cited for proper maintenance of hostel buildings was that the district Collectors in these districts took special interest and mobilised adequate funds for undertaking repairs. The status of maintenance of hostel buildings and toilets etc. in other selected districts was not at all good. For example, **the boys hostels in West Godavari district were in dilapidated condition and the same might collapse soon.** Besides, electric wirings in the hostels were not in good condition. The toilets were clogged and over-flowing and the situation required immediate attention of the state govt. Poor conditions of maintenance of hostel buildings were also perceived in the selected districts of Vishakhapatnam and Mahaboob Nagar.

It was reported that the hostel buildings including toilets and kitchen floors etc. could not be properly maintained due to lack of adequate fund. Whenever higher officials at the district level and above took personal interest in garnering adequate funds, the story of maintenance of hostel buildings spoke otherwise. Since state funds were not forthcoming for proper maintenance of other utilities like bathrooms, toilets, kitchen floors, etc., it was felt by many stakeholders that the Govt. of India should earmark a portion of funds which could be given as matching grant out of central grants which could be utilized for repair and maintenance work.

5.4.5 Water Supply to Hostels

As can be seen from table 5.6 out of the 1417 inmates 907(64%) have reported adequate availability of water supply, most are from Andhra Pradesh, Haryana, Madhya Pradesh and Orissa. In the other four states i.e. **Bihar, Karnataka, Rajasthan and Uttar Pradesh a majority of inmates (36 percent) felt that either water supply was not**

available at all or it was far from satisfactory level. In Bihar, 70 percent inmates drew attention to non-availability of water. In many hostels in Bihar, either there were no storage tanks or there were leakages in the tanks. In JNU, Delhi 90% of the inmates told that drinking water is available 24 hours in the hostels.

Table 5.6 Availability of Drinking Water (as Reported by Inmates)

State	No. of Inmates reporting availability of Drinking Water in the Selected Hostels:	
	Available	Not available
Andhra Pradesh	380	120
Bihar	28	68
Delhi(JNU)	18	2
Haryana	94	14
Karnataka	86	103
Madhya Pradesh	189	82
Orissa	22	13
Rajasthan	31	39
Uttar Pradesh	59	69
Total (%)	907(64)	510(36)

5.4.6 Supply of Food Grains at Concessional rates to SC Hostels

As per Government of India's policy (as announced by the Prime Minister on 15th August 1994), food is to be supplied to inmates of hostels for SC boys & girls at concessional rates (i.e. the rate supplied to BPL families). This facility was available in Andhra Pradesh, Karnataka, Madhya Pradesh, Orissa, and Rajasthan and to some extent in Haryana but not in Bihar and Uttar Pradesh as can be seen from the views of Wardens presented in Table 5.7. The Wardens also mentioned that the state provided subsidy to the inmates on electricity, toiletries and other facilities. Bihar, Haryana and Uttar Pradesh were found deficient in this respect also. Taking the country as a whole **food and electricity are the main items on which subsidies were provided to the selected hostels constructed for SC boys and girls under the scheme.**

Table - 5.7: Facilities Provided at Concessional Rates to the Hostels Constructed for SC Boys and Girls (As per Hostel Wardens)

State	No. of Wardens Reporting Facilities Provided in Hostels on Concessional Rates:					
	Food	Electricity	Telephone	Haircutting	Toiletries	Others
Andhra Pradesh	47	48	3	21	47	45
Bihar	-	8	-	-	1	12
Delhi(JNU)	-	-	-	-	-	-
Haryana	3	-	-	-	1	-
Karnataka	33	33	-	20	33	33
Madhya Pradesh	48	57	-	-	48	45
Orissa	4	3	-	3	3	-
Rajasthan	13	13	-	11	13	12
Uttar Pradesh	2	10	-	2	2	6
Total (%)	150(71)	172(82)	3	57(27)	148(70)	153(73)

It is only in the Central University, Hyderabad where concession on food grains, electricity, telephones, hair cutting and toiletries etc. are provided to inmates in the hostels. State govt. is not involved in case of JNU.

5.5 Facilities Provided to Inmates

5.5.1 Facilities Provided Free of Cost to Inmates and Quality of Services

The inmates while staying in hostels got several facilities free of cost such as free accommodation, bedding/cot, newspaper/magazines etc. (Table - 5.8(a) to 5.8(c)). The number of inmates reporting 'good' far exceeds the number reporting 'average' and 'not satisfactory'. This shows that the majority of inmates were satisfied with the facilities provided. Stay related facility like free accommodation and bedding/cot have received better ratings than other facility. But it is important to note that less than half the inmates have rated free food and drinking water as good.

Table - 5.8(a): Basic Facilities Provided in CSS Hostels and Quality of Services (as Reported by Inmates)

State	No. of Inmates Reporting on Facilities Provided in CSS Hostels and Quality of Services:											
	Free Accommodation			Bedding / Cot			Free Food			Drinking Water		
	Good	Avg.	Not Satisfactory	Good	Avg.	Not Satisfactory	Good	Avg.	Not Satisfactory	Good	Avg.	Not Satisfactory
Andhra Pradesh	179	23	30	214	9	5	174	42	3	206	6	28
Bihar	24	15	5	2	33	5	-	-	-	6	18	30
Delhi(JNU)	-	1	-	7	9	4	-	-	-	8	12	-
Haryana	28	55	15	37	38	12	11	5	2	50	38	10
Karnataka	111	40	-	15	8	1	-	151	-	33	118	-
Madhya Pradesh	183	83	5	162	90	13	118	96	6	109	64	95
Orissa	3	19	13	4	10	6	12	8	15 *	27	7	1
Rajasthan	44	22	4	25	19	16	27	37	4	23	24	23
Uttar Pradesh	74	5	44	64	39	-	-	28	-	56	10	40
Total	646	263	116	530	255	62	342	367	30	518	297	227
Percentage	46	19	8	37	18	4	24	26	2	37	21	16

- Paid to hostel for food

Table-5.8(b): Supportive Facilities Provided in CSS Hostels & Quality of Services (as Reported by Inmates)

State	No. of Inmates Reporting on Supportive Facilities Provided in Hostels & Quality of Services											
	Free text books			Newspaper & Magazine			Sports & Games			First aid		
	Good	Avg.	Not Satisfactory	Good	Avg.	Not Satisfactory	Good	Avg.	Not Satisfactory	Good	Avg.	Not Satisfactory
Andhra Pradesh	212	1	6	229	-	2	217	-	2	214	1	5
Bihar	-	-	-	24	1	-	39	-	1	-	-	-
Delhi(JNU)	6	1	-	1	5	1	1	5	8	1	14	1
Haryana	11	6	3	29	50	7	22	27	26	19	39	3
Karnataka	-	-	-	108	-	-	43	5	-	3	5	-
Madhya Pradesh	26	21	10	69	112	37	27	59	39	4	8	2
Orissa	10	-	-	14	1	-	23	7	-	30	-	-
Rajasthan	-	-	1	38	23	9	12	4	2	10	3	1
Uttar Pradesh	28	-	-	-	1	67	-	-	43	-	5	29
Total	293	29	20	512	193	123	384	107	121	281	75	41
Percentage	21	2	1	36	14	9	27	8	8	20	5	3

It can be seen that majority of inmates regarded the facilities of free accommodation, newspapers/magazines, sports and games as good. Supportive facilities which have received more favorable ratings include newspapers & magazines, sports and free text books. But in other facilities only telephone is appreciated by inmates.

Table - 5.8(c): Other Facilities Provided in CSS Hostels & Quality of Services as Reported by Inmates

State	No. of Inmates Reporting on Other Facilities Provided in CSS Hostels & Quality of Services:											
	Hair Cutting Charges			Telephone			Transport Allowance			Others		
	Good	Avg.	Not Satisfactory	Good	Avg.	Not Satisfactory	Good	Avg.	Not Satisfactory	Good	Avg.	Not Satisfactory
Andhra Pradesh	55	12	10	173	19	32	1	-	7	216	-	4
Bihar	-	-	-	-	-	-	-	-	-	26	12	5
Delhi(JNU)	-	-	-	-	-	-	3	8	1	-	-	-
Haryana	5	3	2	7	9	5	21	20	20	4	14	-
Karnataka	-	71	-	90	1	-	-	-	-	117	14	-
MadhyaPradesh	-	-	-	71	89	56	-	-	-	2	10	4
Orissa	-	-	-	19	1	-	-	-	-	-	-	-
Rajasthan	17	22	20	13	24	33	-	-	-	3	4	9
Uttar Pradesh	-	28	-	-	28	-	-	-	-	-	5	-
Total	77	136	32	373	171	126	25	28	28	368	59	22
% of total	5	10	2	26	12	9	2	2	1	26	4	2

5.5.2 Scholarships Granted to Boarders

1226 (87%) boarders were paid scholarships while staying in the hostels. This was intended to provide financial support to the meritorious students to defray other personal expenses. The amount paid per month varied from Rs.50 to above Rs.500 month depending upon the classes they were studying and income of the parents. But a vast majority (72%) of them got upto Rs.50 a month as can be seen from details given in table - 5.9. It may also be noted that the number of inmates receiving scholarship of above Rs.500/- per month was also quite high (35%) in Bihar.

Table - 5.9: Scholarships to Inmates

State	Number of Inmates Receiving Scholarship per month:					
	Upto Rs.50	51 - 100	101-250	251-500	Above 500	Total
Andhra Pradesh	466	2	-	1	25	494
Bihar	60	1	-	1	34	96
Delhi(JNU)	-	-	-	2	10	12
Haryana	48	4	4	1	3	60
Karnataka	50	-	10	-	-	60
MadhyaPradesh	215	-	23	29	4	271
Orissa	6	9	-	20	-	35
Rajasthan	70	-	-	-	-	70
Uttar Pradesh	111	-	11	6	-	128
Total	1026	16	48	60	76	1226
% of total	72	1	3	4	5	87

5.5.3 Basic Facilities in the Hostels

The constructed hostels were expected to have certain basic facilities such as access to drinking water, common room, ramps for physically handicapped students, table/bench for

studying etc. The extent of these facilities were available in the existing hostels is given in table - 5.10.

Table - 5.10: Basic facilities provided in the hostels as reported by Inmates

States	Total No. of Sample Beneficiaries	Basic Facilities Provided in the Hostels					
		Security Arrangement	Drinking Water	Bath-Room, Common Room	Bench/ Table For Studying	Ramps	Stipend
Andhra Pradesh	500	468	380	238	37	21	22
Bihar	96	27	28	5	64	-	36
Delhi(JNU)	20	16	20	17	18	1	12
Haryana	108	85	91	96	80	18	60
Karnataka	189	39	86	81	11	1	60
MadhyaPradesh	271	125	189	155	98	11	254
Orissa	35	11	22	10	-	1	35
Rajasthan	70	26	27	20	5	-	70
Uttar Pradesh	128	41	54	39	44	2	91
Total(%)	1417	838(59)	897(63)	661(47)	357(25)	55(4)	640(45)

As seen from the above, basic facilities like security arrangement, availability of drinking water, bath room, common room, which should have been provided to every inmate were deficient in several states like Bihar, Karnataka, Orissa, Rajasthan and Uttar Pradesh. As regards ramps for physically handicapped inmates, the facility was grossly inadequate as only 4 percent of inmates reported the availability of this facility. The position with respect to study aids like bench/table was also highly unsatisfactory.

5.5.4 Overall Hostel Atmosphere

Hostel atmosphere was felt to be congenial as reported by over 92% of inmates across the states. It was only in Karnataka that the proportion of inmates having a different perception was somewhat high. But even there only 26% of the inmates did not find the atmosphere congenial. In JNU 95% of the inmates expressed their satisfaction over the hostel atmosphere for study. Details about hostel atmosphere are given in table - 5.11.

Table - 5.11: Inmates perception on Hostel Atmosphere

State	No. of Inmates Reporting Hostel atmosphere as:	
	Congenial	Not Congenial
Andhra Pradesh	492	8
Bihar	88	8
Delhi(JNU)	19	1
Haryana	100	8
Karnataka	139	50
Madhya Pradesh	254	17
Orissa	33	2
Rajasthan	65	5
Uttar Pradesh	113	15
Total(%)	1303(92)	114(8)

5.6 Role of the Nodal Department in the Management and Maintenance of the Hostels

The nodal department at the state level assisted by the District Level Social Welfare Officers is supposed to play an important role in management and maintenance of hostels. The main responsibility in this respect lies, of course, with the District Level Social Welfare Officers to ensure implementation of government rules in the hostels, to make provision for hygienic food, to visit to the hostels, to release fund for salary of hostel staff and routine maintenance of the hostel buildings. The extent to which the department was involved in monitoring and implementation has already been discussed in this report in Chapter-3. The District Social Welfare Officers appointed wardens for running the hostels and provided grants for staff salary and routine maintenance of buildings and ancillary activities.

5.6.1 Maintenance Aspects

The management and maintenance of the hostels are the responsibility of the state government. It is, therefore, required that necessary guidelines to this effect should be formulated to maintain inter-district uniformity in the maintenance of hostels. The guidelines framed for this purpose need to be given to the hostel wardens who have to look after day-to-day administration of the hostels. A majority of wardens (156 out of 211) reported that guidelines had been provided, while the remaining 55 informed that such guidelines were not provided. (See table - 5.12). But there are sharp inter state differences. The contrast between Andhra Pradesh (98%) and Rajasthan (93%) Wardens having guidelines on one hand and Bihar (40%) and Orissa (14%) on the other hand may be noted. The authorities should take note of the fact that several districts in majority of states have reported that guidelines were not provided. They should evolve a mechanism to ensure that such guidelines are provided to every concerned district.

Table - 5.12: Guidelines for Hostel Maintenance as Reported by Wardens

State	No. (%) of Wardens Provided with Guideline	
	Yes	No
Andhra Pradesh	49(98)	1(2)
Bihar	6(40)	9(60)
Delhi(JNU)	2(100)	-
Haryana	12(92)	1(8)
Karnataka	20(61)	13(39)
Madhya Pradesh	38(66)	20(34)
Orissa	1(14)	6(86)
Rajasthan	13(93)	1(7)
Uttar Pradesh	15(79)	4(21)
Total	156(74)	55(26)

The management of hostels entailed certain expenditure which was provided by the state government. The funds for maintenance were released by the state government to the nodal department in the districts which, in turn, released the amount to the hostel wardens.

As reported by wardens (Table - 5.13), the funds for both salary and maintenance received by them were in time only in Andhra Pradesh and Karnataka. Further, funds for salary were available in time in Madhya Pradesh and Rajasthan, but not in Bihar. Bihar's situation is obviously the worst in this respect. Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh too did not release maintenance funds in time.

Table - 5.13 Timeliness of Release of Fund for Salary and Maintenance as Reported by Wardens

State	Release of Fund for:			
	Salary		Maintenance	
	In time	Not in time	In time	Not in time
Andhra Pradesh	50	-	49	1
Bihar	3	10	-	14
Delhi(JNU)	2	-	2	-
Haryana	5	1	6	1
Karnataka	33	-	32	1
Madhya Pradesh	58	-	20	38
Orissa	5	2	-	7
Rajasthan	14	-	7	7
Uttar Pradesh	13	5	1	18
*Total (%)	183(87)	18(9)	118(56)	88(42)

*Note:-The difference in response of warden arises because few of them left the option blank and Two hostel wardens in Bihar and 6 in Haryana did not reply.

The release of fund for salary was on a monthly basis in most districts followed by quarterly basis. But as regards the release of fund for maintenance, it was on a quarterly basis in a majority of districts. The details are given in table - 5.14 and 5.15. There is obviously a need for substantial improvement in this respect to ensure that funds for maintenance are released regularly and in time.

Table - 5.14 Frequency of Release of Fund for Salary

State	Wardens Reporting Frequency of Release of Fund for Salary				
	Monthly	Quarterly	Half-yearly	Annually	Unscheduled
Andhra Pradesh	4	46	-	-	-
Bihar	1	1	-	-	11
Delhi(JNU)	2	-	-	-	-
Haryana	3	-	-	1	-
Karnataka	32	1	-	-	-
Madhya Pradesh	47	8	1	1	16
Orissa	3	-	1	-	3
Rajasthan	2	12	-	-	-
Uttar Pradesh	12	-	-	1	2
Total	106	68	2	3	32

Table - 5.15 Frequency of Release of Fund for Maintenance (As Reported by Wardens)

State	No. of Wardens Reporting on Frequency of Release of Fund for Maintenance:				
	Monthly	Quarterly	Half-yearly	Annually	Unscheduled
Andhra Pradesh	4	46	-	-	-
Bihar	-	-	-	-	-
Delhi(JNU)	2	-	-	-	-
Haryana	3	-	-	1	-
Karnataka	32	1	-	-	-
Madhya Pradesh	9	8	1	1	15
Orissa	-	-	-	-	-
Rajasthan	-	7	-	-	-
Uttar Pradesh	-	-	-	1	-
Total	50	62	1	3	16

5.6.2 Management Aspects

For the purpose of management of hostels, the nodal department is supposed to prescribe norms/procedures for admission of students, appointment of hostel staff, and management of mess and development of monitoring system through inspections/visits of the hostels on a regular basis and to provide feedback on functioning of hostels to the higher authorities.

5.6.3 Role of Hostel Wardens

Wardens occupy a crucial position in the management of hostels. They are the main functionaries through whom the state nodal department ultimately enforces its rules/guidelines and procedures. Therefore, in this study it was considered necessary to examine the performance of wardens with respect to management of hostels and the problems faced by them while managing the hostels so that these inputs can be taken into account by the state department for modifying their rules and guidelines in this connection.

5.6.4 Behaviour of Hostel Wardens as Reported by Inmates

Since the wardens were intermediary persons between the students and the nodal department, it was considered to be important to examine the way they behaved with the beneficiaries (inmates of the hostels) in respect of sorting out problems, if any. The details are given in table - 5.16 and 5.17.

Table - 5.16 Behaviour of Hostel Wardens (as Reported by Inmates)

State	No. of Inmates Reporting on Behaviour of Hostel Wardens:	
	Satisfactory	Unsatisfactory
Andhra Pradesh	496	4
Bihar	70	26
Delhi(JNU)	17	3
Haryana	99	9
Karnataka	189	-
Madhya Pradesh	254	17
Orissa	35	-
Rajasthan	60	10
Uttar Pradesh	101	27
Total (%)	1321(93)	96(7)

By and large, the behaviour of the hostel wardens was reported to be satisfactory by inmates of all states including the Central Universities (JNU & Hyderabad). 93% of inmates reported the behaviour of the Wardens as satisfactory as shown in table - 5.16. It was satisfactory even in Bihar which has indicated the lowest proportion of satisfaction. The behaviour of wardens was reported to be satisfactory by 88 percent ex-inmates also as indicated in table - 5.17. The two responses are consistent with each other.

Table - 5.17 Views of Ex-inmates on Performance of Wardens

State	No. of Ex-inmates reporting on behaviour of Wardens:	
	Satisfactory	Unsatisfactory
Andhra Pradesh	92	2
Bihar	26	6
Delhi(JNU)	3	1
Haryana	14	8
Karnataka	58	2
Madhya Pradesh	83	11
Orissa	10	-
Rajasthan	21	4
Uttar Pradesh	17	10
Total (%)	324(88)	44(12)

5.6.5 Problems Faced by Wardens

Wardens are entrusted with the management of hostels. It is, therefore considered useful to look into the problems faced by them in running the hostels so as to help in identifying corrective measures that can be taken.

From Table - 5.18(at page-45) it is observed that Andhra Pradesh is the only state where wardens did not face any problem. **A major problem faced by wardens in Karnataka and Madhya Pradesh was that they were over-burdened due to additional charges placed on them. The problem of financial constraint due to inadequate grants was faced in 5 selected states. A related problem of lack of provision of funds for regular maintenance of hostels was faced in 4 selected states. Inadequate basic amenities were another problem mentioned by wardens in 5 selected states.** Taken together these three problems which are three facets of the basic problem of financial inadequacy were the most important problems mentioned by wardens. Other problems mentioned include lack of security arrangements and senior students not vacating the rooms. It deserves to be noted that political interference was observed to be a problem in only one state. This confirms the finding mentioned in chapter – 3.

Table - 5.18: Following Problems faced by Wardens in Running the Hostels

State	Type of Problems Faced by Wardens:												
	Overburdened due to Additional charge	Inadequate basic amenities	Financial constraints/inadequate grants	No provision of regular maintenance of hostel	No provision of door delivery	Senior students not vacating rooms	Political interferences	Non-SC students do not co-operate with SCs	No staff quarters adjacent to hostel	Inadequate staff	Lack of security arrangement	No provision of training for staff	Inadequate medical aid
Andhra Pradesh	-	-	-	-	-	-	-	-	-	-	-	-	-
Bihar	-	-	-	8	-	5	-	-	-	-	-	-	-
Delhi(JNU)	-	-	-	2	-	-	-	-	-	-	-	-	-
Haryana	-	-	6	-	-	2	-	-	-	-	-	-	2
Karnataka	16	5	-	-	5	4	3	2	-	5	-	-	-
Madhya Pradesh	14	9	6	-	-	-	-	-	-	-	9	7	-
Orissa	-	6	5	2	-	-	-	-	1	-	-	-	1
Rajasthan	-	3	5	2	-	-	-	-	-	-	3	-	-
Uttar Pradesh	-	1	1	4	-	1	-	-	8	-	2	-	-
Total	30	24	23	18	5	12	3	2	9	5	14	7	3
% of total	14	11	9	8	2	5	1	1	4	2	7	3	1

Note: 1. Multiple responses received

2. The hostel Wardens of Andhra Pradesh did not face any problem while running the hostels.

5.6.6 Suggestions Given by Wardens

The Wardens were asked to indicate the suggestions for bringing out improvement in the level of functioning of hostels. The major suggestions given by the Wardens pertained to financial constraint discussed in the earlier para. In Table - 5.19(at page - 47) first three largest numbers of suggestions are the following:

- (i) Adequate basic amenities be provided 108 (51%),**
- (ii) Funds be provided for regular maintenance 89 (42%) and**
- (iii) Adequate grant be provided for meeting the food expenditure of the inmates, medicine etc. 76 (36%).**

All of them would require additional fund. Another suggestion relates to provision of regular water/electric supply 48(23%) which should be treated as a part of basic amenities and would have financial implications. Wardens have also indicated the need for posting regular warden/staff 68(32%), for providing coaching/tuition for students with weaker level of intelligence 35(17%), and for raising stipend 31 (15%). It, however, deserves to be noticed that only one warden has felt the need for district officials to visit the hostels frequently even though our discussion in Chapter 3 suggested a need for this. But this response is understandable since visits by district officials would provide checks on functioning of wardens which they would not like. These suggestions, seen in the context of other findings mentioned elsewhere in this respect, point to the need for an increase in level of funding and more managerial attention required for enhancing basic amenities specially water and electricity, scholarship amount and maintenance grant.

Table - 5.19: Following Major Suggestions given by Wardens

State	Suggestions given by Wardens for Improvement in the Hostels:													
	Funds be provided for regular maintenance	Adequate basic amenities be provided	Adequate grant be provided for meeting the Inmate food expenditure, medicine etc	Stipend should be enhanced /given to all poor students	Regular warden/ staff should be posted	Regular water/ electric supply should be provided	Coaching tuition for weak students	District officials should visit the hostel frequently	Interference from local leader be stopped	Mess facility should be provided	Wide publicity to the scheme	Admission norms should be strictly followed to avoid overcrowding	Minimum distance limit be removed	Modified scheme structure
Pradesh	30	34	12	20	-	6	-	-	-	4	-	-	-	-
	4	-	8	-	-	-	-	-	-	-	-	-	-	-
(U)	-	2	-	-	2	-	-	-	-	-	-	-	-	-
	8	4	-	2	1	-	-	-	-	-	8	-	-	4
ka	5	2	16	4	9	12	4	-	-	-	-	8	-	-
Pradesh	18	47	32	8	31	21	25	-	-	-	-	-	-	-
	3	5	1	5	4	2	-	-	-	-	-	2	-	-
n	9	12	7	-	10	7	6	-	-	-	-	-	-	-
adesh	12	2	-	-	11	-	-	1	1	-	1	-	2	-
	89	108	76	39	68	48	35	1	1	4	9	10	2	4
al	42	51	36	18	32	23	17	0.47	0.47	2	4	5	1	2

Note: Multiple responses received.

5.6.7 Procedure Followed for Hostel Admission

An important responsibility of the nodal department was to prescribe rules and procedures for hostel admission and ensure their implementation. These included entrance tests, castes, family income, BPL category, merit etc. It was laid down that at least 75 percent of inmates should be from SC category.

In states like **Andhra Pradesh, Karnataka, Rajasthan admissions in the hostels were more than the sanctioned capacity of inmates.** Hence, in such cases, even if the hostel wise reservation norms were not followed due to practical difficulties, the same was followed by taking the Taluka/Mandal/ASWO jurisdiction as a unit. On the other hand, **in states like Bihar and Uttar Pradesh there was not much pressure on hostels for admission. As a result, there was no problem in following the prescribed criteria for admission of SC category students to hostels normally.**

In the case of Haryana and Orissa, however, rules regarding intake of SC students was violated. In Haryana the total number of students admitted during the period 1995-96 to 2003-04 was 3709 of which only 33 percent were SCs while the rest 67 percent were Non-SCs. This was due to the fact that **the NGOs who were in charge of such hostels in Haryana followed their own rules on first come first serve basis.** The scenario of Orissa is even more disturbing. There were only 147 (16%) SC students out of 937 students admitted to these hostels even though the management of these hostels was under the control of the government. Authorities should, therefore, devise a suitable mechanism to ensure that the norms are enforced. In case of JNU, Delhi, hostels (Mahi & Mandavi) are meant to provide accommodation to the SC students of JNU. But for admission to these hostels JNU is following a criteria of merit in the entrance test and subject wise reservation in hostels. Hence though all SC students are not necessarily accommodated in Mahi/Mandavi hostels, SC students equal to the number of seats in these hostels are always accommodated. Instead they shall be scattered across the hostels. Single seated rooms may be allowed by the Dean of students for M.Phil/Ph.D students.

The following table gives the picture of admission in these hostels during the period 1995-96 to 2004-05.

Table - 5.20: Admission of SC Students as Reported by Wardens

State	SC Students		ST Students		Others	
	No. Applied	No. Allotted	No. Applied	No. Allotted	No. Applied	No. Allotted
Andhra Pradesh	15815	11746	1182	744	3100	1635
Bihar	1844	2110	99	99	115	115
Delhi(JNU)	229	229	1178	1178	1392	1392
Haryana	1650	1232	5	5	2414	2472
Karnataka	4103	4260	878	816	731	519
Madhya Pradesh	8984	11567	853	1801	44	154
Orissa	162	147	468	468	322	322
Rajasthan	1474	1335	239	251	46	44
Uttar Pradesh	2037	1433	-	-	20	20
Total	36298	34059	4902	5362	8184	6673

Note:- No. of applied not available in few states hence difference occurred between no. of applied and allotted.

Chapter- 6

Observations on the Impact of the Scheme

6.1 The Outcomes of the Scheme in Terms of Intake Capacity and use of the Hostels by the Target Group

The major objective of the scheme is to provide hostel facilities to SC boys and girls so as to raise the level of education among them. This, in turn, requires construction of hostels and allotment of hostel accommodation to the target group. The immediate outcome of the scheme, therefore, would depend on the number of hostels constructed and the availability of accommodation in terms of intake capacity and whether those deriving benefits from the same were from the target group namely SC students having low family income. The last one would require an examination of the profile of the target beneficiaries which in this case would be hostel boarders. It is also useful to know whether the hostels are being used for accommodating SC students or for other purposes.

6.1.1 Hostels Constructed under CSS and State Sector

The table below gives number of hostels constructed between 1992-93 and 2001-02 under CSS and state sector in the selected states.

Table - 6.1: No. of Hostels Constructed between 1992-93 to 2001-02

State	Constructed Under CSS		Constructed with 100% State Funds		Total		
	Boys	Girls	Boys	Girls	Boys	Girls	Total
Andhra Pradesh	141	296*	707	122	848	418	1266
Bihar	2	-	2	-	4	-	4
Delhi(JNU)	1	1	-	-	1	1	2
Haryana	12	5	-	-	12	5	17
Karnataka	130	33	35	26	165	59	224
Madhya Pradesh	450	257	-	-	450	257	707
Orissa	50	66	-	-	50	66	116
Rajasthan	73	5	-	-	73	5	78
Uttar Pradesh**	NA						

* In Andhra Pradesh out of 296 girl's hostels 124 belongs to 1985-86 and 1986-87, for these 124 hostels the Govt. of India released its share during 1993-94 only.

** State level schedule of UP not received.

The above table reveals that the **scheme had significant effect in Andhra Pradesh followed by Madhya Pradesh and Karnataka, while it flopped in Bihar with negligible effect.** The effect in Orissa and Rajasthan was modest while that in Haryana can be described as limited. **Thus very few states have taken full advantage of the scheme.** If we exclude Andhra Pradesh and Madhya Pradesh, then the outcome with respect to number of hostels constructed would not be considered as impressive by any standards. Information on Uttar Pradesh is not available in a comparable form as State level schedule of UP has not been received.

6.1.2 Use of Hostels by Beneficiaries of Target Group

During the years between 1995-96 and 2004-05, a total of 46094 students were admitted to the hostels against 49384 applied for admission. Out of them about 74 percent were SCs, about 12 percent were STs and 14 percent others.

But in the case of Haryana, as can be seen from the Table 5.18, the number of students who got admission in the hostels was 3709 comprising of 1232 from SCs, 5 from ST and 2472 from non SCs. **Thus inmates from the SCs category were less than half (33 percent) of the total strength which amounted to violation of the objective of this scheme. And in case of Uttar Pradesh a number of hostels were not being used by the beneficiaries due to various reasons** as mentioned in chapter - 5.

6.1.3 Profile of Boarders

The scheme of construction of hostels was intended to benefit SC students with low parental income and coming from far off places. Hence, the aspects which need to be looked into this context are whether the benefit of providing hostel facilities reached to the right category and if so, what are their socio-economic profile and also the distance they came from.

An examination of caste composition of the inmates at the time of survey revealed that 80% of them were SCs followed by 9% STs, 7% OBCs while the remaining 4% were from other categories. The proportion of SCs among ex-inmates in the hostels in most states as well as in the sample as whole was even higher. The distribution is given below.

Table - 6.2: Caste Classification of Sample Selected Inmates

State	Selected Inmates belongs to Social Category:				Selected Ex-Inmates belongs to Social Category:			
	SC	ST	OBC	Others	SC	ST	OBC	Others
Andhra Pradesh	401	34	51	14	78	4	10	2
Bihar	80	11	5	-	30	2	-	-
Delhi (JNU)	14	-	2	4	1	1	-	2
Haryana	77	-	15	16	11	-	4	7
Karnataka	152	23	7	7	51	8	-	1
Madhya Pradesh	233	37	1	-	83	10	1	-
Orissa	22	11	0	2	6	3	1	-
Rajasthan	60	7	3	-	20	3	2	-
Uttar Pradesh	95	-	13	20	21	-	3	3
Total	1134	123	97	63	301	31	21	15
% of total	80	9	7	4	80	8	5	7

The above table shows that SCs were about 80% of selected inmates even in Haryana. This was, however, due to the sampling process adopted for the study which was uniform for all the states. While this process was in keeping in view the approved guidelines which were also followed by most states and therefore yielded representative samples for them, it was not so for Harayna where inmates from the SC category were found to be less than half the strength of the hostels.

Additional information on the background of the inmates was obtained through data on the occupation of the parents of inmates and ex-inmates. The information given below shows that **most of the parents of inmates were cultivator (35%) followed by agricultural labourer (25%) and wage earners (17%)**. In case of ex-inmates, 76 percent of the parents were cultivators followed by 18 percent as agricultural labour.

However, in Haryana, cultivation and agricultural labourer taken together constituted only 14% of the parents of inmates. What is really surprising is that agricultural labourer which is an important source of livelihood for SCs in rural area is insignificant. **On the other hand 61% were from services, trade/business sector. These facts suggest that students from somewhat better off SC families were admitted to SC hostels run by NGOs in Haryana.** In case of JNU, Occupation of 65% parents of the inmates was service. The details are given below.

Table - 6.3: Occupational Distribution of Parents of Selected Inmates

State	No. of Inmates Reporting their Parents Occupations as:						
	Cultivator	Agriculture labour	Wage earner	Service	Trade/ Business	Any others	Total
Andhra Pradesh	97	221	87	24	15	56	500
Bihar	36	15	2	35	5	3	96
Delhi	3	2	-	13	-	2	20
Haryana	11	3	28	45	14	7	108
Karnataka	54	84	46	2	3	-	189
Madhya Pradesh	169	13	45	24	5	15	271
Orissa	16	3	2	9	5	-	35
Rajasthan	37	3	20	2	4	4	70
Uttar Pradesh	77	15	14	10	12	-	128
Total (%)	500(35)	359(25)	244(17)	164(12)	63(5)	87(6)	1417

Table - 6.3 (A): Occupational Distribution of Parents of Ex-inmates

State	No. of Ex-inmates Reporting their Parents Occupations as:						
	Cultivator	Agriculture Labour	Wage earner	Service	Trade Business	Any others	Total
Andhra Pradesh	8	65	15	3	-	3	94
Bihar	32	-	-	-	-	-	32
Delhi	4	-	-	-	-	-	4
Haryana	22	-	-	-	-	-	22
Karnataka	60	-	-	-	-	-	60
Madhya Pradesh	94	-	-	-	-	-	94
Orissa	10	-	-	-	-	-	10
Rajasthan	25	-	-	-	-	-	25
Uttar Pradesh	27	-	-	-	-	-	27
Total	282(76)	65(18)	15(4)	3(1)	-	3(1)	368

Data on overall economic status of families of inmates and ex-inmates shows **that 78% of the inmates came from poor families having monthly income of less than Rs. 3000 and among them 26% were very poor having monthly income upto Rs 1000 only.** A somewhat similar picture emerges in the case of ex-inmates also. But there are some notable exceptions. In the case of Bihar, only half of the inmates and 19 percent of ex-inmates came from families having monthly income less than Rs.3000. It is **noted that about 40 percent of inmates and as high as 72 percent of ex-inmates came from families having monthly income above Rs.5000.**

In the case of Haryana also, the average family income of a majority (77%) of parents of ex-inmates and 43% of inmates was reported to be above Rs. 5000/- per month. In JNU, 50% of the parents of inmates were having income above Rs. 5000/= per month. It appears as if the income criteria did not receive the importance that it deserved.

Table - 6.4: Average Monthly Income of Parents of Inmates

State	No. of Inmates Reporting on Parental -Income Range-wise (in Rs.):				
	Upto Rs.1000	1001 -3000	3001 – 5000	Above Rs.5000	Total
Andhra Pradesh	51	392	44	13	500
Bihar	11	39	9	37	96
Delhi(JNU)	3	3	4	10	20
Haryana	12	33	17	46	108
Karnataka	184	4	1	-	189
Madhya Pradesh	84	100	42	45	271
Orissa	2	20	5	8	35
Rajasthan	-	63	6	1	70
Uttar Pradesh	21	81	13	13	128
Total	368	735	141	173	1417
% of total	25.9	51.9	10.0	12.2	100

Table - 6.4 (A): Average Monthly Income of Parents of Ex-inmates

State	No. of Ex-Inmates Reporting Range of their Parents Income (in Rs.):				
	Upto Rs.1000	1001 -3000	3001 – 5000	Above 5000	Total
Andhra Pradesh	31	60	3	-	94
Bihar	2	4	3	23	32
Delhi(JNU)	1	-	1	2	4
Haryana	1	3	1	17	22
Karnataka	59	1	-	-	60
Madhya Pradesh	6	34	33	21	94
Orissa	1	6	2	1	10
Rajasthan		21	2	2	25
Uttar Pradesh	6	15	3	3	27
Total	107	144	48	69	368
% of total	29	39	13	19	100

It is indicated in the guidelines that students residing within 5 km distance from educational institute should not be admitted in the hostels. But there may be exception for girls. Priority was to be given to girl students coming from beyond 5 km of distance. The information on this aspect revealed that a majority, namely **19 percent of inmates came from distances beyond 10 and below 20 Kms, while 54 percent came for distances beyond 20 Kms.** But there were inter state differences. In Bihar, for example, 95 percent of inmates and 84 percent of ex-inmates came from distances beyond 20 Kms. (Table - 6.5 and 6.5A).

Table - 6.5: Distance of Hostels from Residence of Inmates

State	No. of Inmates Reporting Range of Distance Covered from Residence to Hostel :				
	Within 5 Kms	6 – 10 Kms	11–20 Kms	More than 20 Kms	Total
Andhra Pradesh	50	76	102	272	500
Bihar	-	3	2	91	96
Delhi(JNU)	-	-	-	20	20
Haryana	3	3	-	102	108
Karnataka	48	73	35	33	189
Madhya Pradesh	24	63	69	115	271
Orissa	6	10	7	12	35
Rajasthan	1	19	28	22	70
Uttar Pradesh	-	4	23	101	128
Total	132	251	266	768	1417
% of total	9	18	19	54	100

Table - 6.5 (A): Distance of Hostels from Residence of Ex-inmates

State	No. of Ex-Inmates Reporting Distance Covered from Residence to Hostel :				
	Within 5 Kms	6 – 10 Kms	11–20 Kms	More than 20 Kms	Total
Andhra Pradesh	15	30	25	24	94
Bihar	-	1	4	27	32
Delhi(JNU)	-	-	-	4	4
Haryana	-	1	4	17	22
Karnataka	22	20	11	7	60
Madhya Pradesh	11	22	27	34	94
Orissa	3	4	1	2	10
Rajasthan	-	13	7	5	25
Uttar Pradesh	-	1	6	20	27
Total	51	92	85	140	368
% of total	14	25	23	38	100

It can be concluded from what has been stated above that **the outcome of the scheme in Andhra Pradesh, Karnataka, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh has been excellent. The hostels constructed benefited the target group of very poor SC/ST students coming for studies from long distances.** The establishment of the hostels facilitated children of poor socio economic background to pursue their school and college education and raise their standards.

But the outcome in Bihar is very poor. Very few hostels were constructed and some of the constructed ones either remained non-functional due to (i) wrong assessment of SC students potential at the time of site selection (ii) absence of basic requirement i.e. water, electricity, security etc. or used for other purposes i.e. running classes in hostel rooms. The numbers of students benefited were also very small as compared to size and population of the state of Bihar and specially the population of SCs category in Bihar. And what is even more disturbing is that a significant proportion of **the beneficiaries were from the non-poor category having parental income more than Rs. 5000 per month. 40 percent of the parents were engaged in service in a state like Bihar** where bulks of agriculture labour are SCs. It seems as if it was the creamy layer among the SCs who took the benefit of the scheme. **In Haryana also, the outcome was not satisfactory. Numbers of SCs were in minority in the hostels and they came from somewhat better off families.**

6.2 Impact of Scheme on Educational Development of SC Boys and Girls (1991-2001) Census

There was an improvement in the literacy level among SCs as may be seen from the census data between 1991 and 2001 given below.

Table - 6.6: Increase in Literacy Rate among SC Students

State	Male		Female		Total	
	1991	2001	1991	2001	1991	2001
Andhra Pradesh	42	60	21	35	32	48
Bihar	23	40	5	16	14	29
Delhi(JNU)	69	81	44	59	58	71
Haryana	69	79	40	56	56	69
Karnataka	50	64	26	42	38	53
Madhya Pradesh	52	72	18	43	35	59
Orissa	52	67	21	42	37	55
Rajasthan	42	52	6	15	26	34
Uttar Pradesh	55	70	24	43	41	57
All India	50	67	24	42	37	55
Percentage increase in literacy rate		17		18		18

The table - 6.6 above shows that the all India male literacy for SCs went up by 17 percent in the period 1991 to 2001 and female literacy by 18 percent. These percentages are still higher in some of the states. Much of this increase could, however, be attributed to other factors since the coverage of the scheme was limited.

The inmates had, however, a different perception. As reported by 94 percent of them, the scheme of **construction of hostels in the states had brought about significant improvement in the level of education among SC boys and girls**. This percentage is almost 100 in Andhra Pradesh, Karnataka, Madhya Pradesh and Rajasthan but lower in Uttar Pradesh, Haryana, Bihar and Orissa. Their views on this aspect are given below. This is, of course, expected as they were the direct beneficiaries of the scheme.

Table - 6.7: Views of Inmates on Educational Development of SC Students

State	Scheme Helped in Education Development of Target Group:	
	Yes	No
Andhra Pradesh	499	1
Bihar	85	11
Delhi(JNU)	14	6
Haryana	81	27
Karnataka	189	-
Madhya Pradesh	270	1
Orissa	30	5
Rajasthan	70	-
Uttar Pradesh	93	35
Total (%)	1331(94)	86(6)

Chapter – 7

Recommendations

7.1 Recommendations and Suggestions

- ▶ Availability of requisite and regular drinking water supply in hostels must be ensured. This aspect should be specially kept in mind while selecting sites for new hostels.
- ▶ There should be a **regular budget provision for repair and maintenance of the hostels**. The amount provided should be adequate and should be enhanced from time to time keeping in view the increases in the price level.
- ▶ **Monitoring of the scheme by the government officers need to be strengthened** considerably specially in those states where it is inadequate. Further; installment of construction fund and any other grant should be sanctioned on the basis of satisfactory inspection report.
- ▶ Design for such hostels should have provisions for ramps for barrier free movement of physically handicapped students.
- ▶ Adequate number of hostels may be constructed in places within large concentration of the target group boys and girls so that no body is required to go beyond 10 km. from his/her residence to avail hostel facilities.
- ▶ Some of the hostels should be located in rural areas also.
- ▶ As far as possible, the hostels should be constructed in close proximity to school campuses.
- ▶ The subsidy on account of the present diet charges needs to be enhanced to meet the rise in prices.
- ▶ Warden Quarters may be constructed in all the girls hostels and it should be made compulsory for the wardens to stay in them.
- ▶ **Wherever the strength of inmates is more than the sanctioned strength, steps should be taken to provide corresponding amenities like toilets, living rooms etc.**
- ▶ Mess facility should be strengthened and free food should be a must.
- ▶ There should be uniformity in terms of rules and regulations for Boarding and Lodging across states.
- ▶ Scholarships should be released in time since these form major source of fund for food and other components of expenses by hostel inmates.
- ▶ The amount of Scholarship should be increased keeping in view the escalation of prices.
- ▶ Women wardens should invariably be posted in girls hostels.

- ▶ Security must be provided in girls hostels.
- ▶ There should be adequate arrangements for coaching facility for inmates of the hostels during extra timings.
- ▶ **Adequate facilities for students like benches/tables should be provided in all those hostels where they are not provided so far.**
- ▶ Requirement of clean hygienic toilets must be mentioned.
- ▶ The nodal department should ensure quality construction within the sanctioned amount.
- ▶ **Every hostel should have a qualified warden** who should preferably be from the teaching profession.
- ▶ Strict financial and monitoring norms should be enforced so that the central share is not kept unutilized by the state government. **Timely submission of utilization certificates before release of further installments of fund for construction of hostels should be ensured.**
- ▶ **The District Welfare Officer should be involved in the admission process of the NGOs** hostels to ensure requisite representation of SC students in these hostels.
- ▶ Financial norms with respect to states contribution should be adhered to, otherwise the norms may be changed.
- ▶ Cost ceilings fixed several years ago must be updated from time to time corresponding to rise in prices.
- ▶ A satisfactory mechanism for dissemination of different guidelines issued by the nodal agencies at the central and state levels to the implementing agencies be evolved.

Project Team

Project Director

Shri K. N. Pathak
Deputy Adviser

Head Quarter

Sh. L. N. Meena
Sh. C. S. Verma
Mrs. Aruna Taneja
Mrs. Prem Lata
Sh. Bhuwan Chander
Sh. D. K. Kataria

Economic Officer
Economic Officer
Economic Investigator
Statistical Investigator
Economic Investigator
Computer

Dr. Syeed Mohammad Anas Iqbal

Internee

Stenographic Assistance

Sh. N.K.Bhatli
Sh. G.L. Sharma

P.S.
P.A.

Field Team

SI No	REO/PEO	Officer In-charge		Field Staff	
		Name	Designation	Name	Designation
1.	Andhra Pradesh	Shri B.Gangaiah	Director	Shri G. Kulayappa	Economic Officer
2.	Karnataka	Shri Antony Cyriac	S.R.O.	Shri K.V. Suresh	Economic Officer
				Shri Raj Kumar	Economic Officer
3.	Uttar Pradesh	Shri Ashish Kumar	Director	Shri Anurag Bhatnagar	Economic Officer
		Ms. Surabhi Jain	S.R.O.	Shri Shtrughan Pandey	Econ. Investigator
4.	Bihar	- Do -		Shri Shashiranjana Verma	Economic Officer
				Shri Shudhir Kumar	L.D.C.
				Shri Manoj Kumar	L.D.C.
5.	Orissa	Dr. R.C. Dey	Dy.Adviser	Shri N. C. Samal	Economic Officer
				Shri S.Rautray	Econ. Investigator
6.	Haryana	Shri Yash Pal	Director	Shri Rajpal Singh	Economic Officer
		Shri Rajesh Kumar Takur	S.R.O.	Shri Premanand Prusthy	Economic Officer
7.	Rajasthan	Shri Om Prakash	Director	Shri R.K.Singh	Superintendent
				Mrs.Sheela Kumari Choudhary	Economic Officer
				Dr. Subhash Chand	Economic Officer
				Prem Datt Gehlot	P.A.
8.	Madhya Pradesh	Sh.V.K. Kulshreshtra	S.R.O.	ShriVirendra Singh	Economic Officer
				Shri A.K.Rai	Econ. Investigator
				Shri Rakesh Kumar Saini	L.D.C.