

## **Scheme for construction and running of Girls' Hostel for students of secondary and higher secondary schools**

### **1. Introduction**

1.1 Secondary Education sector (age-group 14-18) is a crucial stage in the educational hierarchy as it prepares the students for higher education and also for the world of work. The population of the age group 14-18 was 8.55 Crores as per 2001 Census which is likely to be stabilize d at around 9.70 crores by 2011. The female population in this age group may constitute around 48% of the total population.

1.2 The Secondary Education begins to expose students to the differentiated roles of Science, Humanities and Social Sciences. This sector of education enables students to compete successfully for education and for jobs globally. Therefore, it is absolutely essential to strengthen this sector of education by providing greater access and also be improving quality in a significant way.

1.3 During the past 50 years since Independence, several initiatives have been taken for the promotion of education, particularly in the area of Adult Education and Elementary Education. The implementation of Adult Education has made the parents of students aware that education is a must in one's life, which has generated a demand for primary education. The Govt. of India had initiated the programme called Sarva Shiksha Abhiyan (SSA) to ensure that the every child in the age-group of 6-14 is in the school. The SSA was started in the year 2000-2001 and has been continuing successfully. The Mid-Day Meal Scheme provided further help for attracting more and more students in schools. As per the data available, the SSA covers 19.40 crores children in all States and UTs. Seven years of implementation of SSA have passed and in another one year or two, this student population will become the target for the secondary education sector.

1.4 For the promotion of girls' education and to eliminate gender disparity, efforts have been made to bring larger number of girls to the schools and to retain them. The programmes/schemes like Mahila Samakhya, Kasturba Gandhi Balika Vidyalaya, National Programme of Vocational support to Primary Education (NP-NSPE). etc. are some of examples for the promotion of girls education.

1.5 The National Policy on Education 1986(as revised in 1992) States:

1.5.1 "Education will be used as an agent of basic change in the status of woman. In order to neutralize the accumulated distortions of the past, there will be a well-conceived edge in favour of women. The National Education System will play a positive, interventionist role in the empowerment of women. It will foster the development of new values through redesigned curricula, textbooks, the training and orientation of teachers, decision-makers and administrators, and the active involvement of educational

institutions. This will be an act of faith and social engineering. Women's studies will be promoted as a part of various courses and educational institutions encouraged to take up active programmes to further women's development".

1.5.2. "The central focus in the SCs' educational development is their equalization with the non-SC population at all stages and levels of education, in all areas and in all the four dimensions-rural male, rural female, urban male and urban female."

1.5.3. "Priority will be accorded to opening primary schools in tribal areas. The construction of school buildings will be undertaken in these areas on a priority basis under the normal funds for education, as well as under the Jawahar Rozgar Yojana, Tribal Welfare Schemes, etc."

1.6. The National Common Minimum Programme (NCMP) of the Government of India inter-alia envisages that "the UPA Govt. will protect the rights of children, strive for the elimination of child labour, ensure facilities for schooling and extend special care to the girl child."

1.7 Hon'ble Prime Minister in his Independence Speech of 15<sup>th</sup> August 2007 reiterated, "we should seek not just functional literacy, but good quality education---- education i.e. affordable, accessible, equitable and available to every boy and girl who seeks to study. For the needy we will provide more scholarships.

## **2. Scheme for Strengthening of Boarding and Hostel Facilities for Girl Students.**

2.1 A Centrally Sponsored Scheme titled "Scheme for Strengthening of Boarding and Hostel facilities for Girl Students of Secondary and Higher Secondary Schools" had been implemented up to 2004-05. The scheme was launched in 1993-94 with the basic objective to address the problem of access to secondary schools for girl students. The scheme as modified w.e.f. 16.8.2001 provides for grant of Rs. 10,000/- per annum per girl boarder and one time non-recurring grant of Rs. 3,000/- per boarder to voluntary organizations for running hostels for girl students of secondary and higher secondary schools. Students from classes VI to XII were eligible for assistance under the scheme and a maximum of 150 boarders were assisted in a single hostel.

2.2. The scheme was launched keeping in view huge historical deficit in girls' education and the marked disparity between boys' and girls' education in secondary stage. It was considered imperative to provide access to girls to secondary schools in such a way that they are not required to cover large distance. The scheme to provide financial assistance to NGOs to run girls' hostels close to the schools was launched with this objective in view.

2.3. Various problems were encountered in the implementation of the scheme and allegations were received about misappropriation of funds by NGOs. It was observed that certain procedural loopholes in the scheme were being exploited by some of the

voluntary organizations. Besides, involvement of the State Government was minimal in monitoring of the scheme.

2.4. In view of the above, it was decided to revise the scheme and pending revision, not to release any grant beyond 2004-05. A Press Communiqué was issued on 20.4.2005 to this effect.

2.5 Tata Institute of Social Science (TISS), Mumbai was entrusted with evaluation of the scheme for Maharashtra, Andhra Pradesh and Orissa.

### **3. Evaluation Report of TISS**

3.1 The Report of TISS was received in May 2007.

3.2. The report has concluded that the NGO driven model of the scheme has not yielded the desired result and many of the voluntary organizations did not run the hostel as per the provisions of the scheme. Most of the hostels were in deplorable conditions and many of the NGOs are driven by motive other than mere social service. Credentials of many of the NGOs are also in doubt. TISS has, inter alia, recommended that in place of the current scheme of financing and supporting NGOs to run hostels for girls in secondary schools, the government should run these hostels directly, either attached to ZP schools or as independent hostels

#### **3.3. The recommendations of TISS are:**

The scheme needs to be revamped in order to strengthen state support for girls' secondary schooling.

Since the secondary education sector is going to be expanded and strengthened as a follow up of the SSA outcomes, there is a need to establish clear links with the provisions for girls' primary education under the SSA with the plans for girls' secondary education in the new phase.

In place of the current scheme of financing and supporting NGOs to run hostels for girls in secondary schools, the government may run these hostels directly, either attached to ZP schools or as independent hostels.

At least 50 percent of the new secondary schools should have hostel facilities for girls. The Kasturba Gandhi Balika Vidyalas (KGBV) under the SSA may continue at the secondary and higher secondary levels in the form of Kasturba Gandhi Kanya Vidyalayas so that the girls who complete their primary schooling are assured of access to secondary schooling.

The financing of girls' hostels run by NGOs under the new spirit of private-public partnerships (PPP) should be only under exceptional circumstances.

Organizations that have a credible track record of at least 10 years of work in the field of education should be identified and only they should be invited to run such hostels.

Similarly the specific needs of girls from the minority communities and girls with disabilities must be addressed to enhance their participation in education.

There are several government (state and central) schemes to support the education of various under privileged sections such as the Scheduled Caste and Scheduled Tribe students. However fewer girls are beneficiaries of these schemes. There is a need to strengthen the girls' component in these schemes to attract more girls from the SC and ST communities. Further, the specific needs of girls from minority communities, girls with disability, and orphaned and deserted girls must be taken into account while planning residential facilities for girls' schooling.

Panchayats may be involved in the implementation of any residential scheme for girls' schooling. They must have an updated list of girls who have completed primary schooling and in need of hostel facilities. There is a need to link up Panchayats, the ZP and other government schools/colleges and the hostels in a particular area to ensure continuity of girls education at least up to the higher secondary level.

For this, the information on secondary schools for girls, provision of hostels for them and the various schemes to support education must be extensively disseminated not only through newspapers and media but widely displayed at the panchayat and Zilla Parishad offices, post offices, banks, various government offices, PHCs, CHCs and district hospitals. This evaluation study showed the poor dissemination of information on this scheme in the society.

As the data and analysis of the study showed, no one is seriously held accountable for either the abysmal conditions or mismanagement of the scheme. Clear monitoring mechanisms involving the parents and the community, however poor or illiterate they may be, needs to be devised.

The panchayats and other local bodies, NGOs and higher educational institutions need to be involved in implementation and monitoring of girls' secondary schooling including the hostels.

Efforts must be made to bring about changes in the attitude towards state provisioning of girls education. Because it is for the poor girls and because it is state funded, the quality cannot be compromised.

#### **4. Need for a revised scheme**

4.1 As suggested by the evaluation study conducted by the Tata Institute of Social Sciences, Mumbai, the above scheme has been totally revamped.

Implementation of the revamped scheme is essential because of the following facts:-

- (i) As per the 2001 census, out of 8.55 crores population in the age-group 14-18, girls were 3.96 crores (46.3%). The estimates for 2005–06 indicate that girl population in this age group has increased to 4.49 crores. However, only 1.61 crore girls were enrolled in classes IX to XII in 2005-06.
- (ii) As figures indicate for the year 2005-06, the girls up to 48.98% drop till they reach class VIII. Till the girls reach class X, the drop out rate is alarmingly high at 63.56%. This means that over whelming majority of girls do not complete schooling. The reasons for high drop out are varying, but the major reason could be the security. As the secondary schools are located at a considerable distance from their residence, parents normally do not allow their wards, particularly girls to continue schooling.
- (iii) The Statistics reflecting gender disparity at secondary stage, as on **30.9.2005** as summed up in the table below:

<b>Particulars</b>	<b>Boys</b>	<b>Girls</b>	<b>Differential between Boys &amp; Girls</b>
Enrolment in classes IX-XII (cumulative)	2.23 crore	1.61 crore	0.62 crore
Gross enrolment ratio in Class I to VIII	98.50%	91.05%	7.45 percentage points
Gross enrolment ratio in Classes IX to XII	44.70%	35.82%	8.88 percentage points
Drop out rate (Class I-X)	60.04%	63.56%	3.52 percentage points

- (iv) It is clear from the above that there is still some distance to cover before gender parity in secondary education is achieved. While the existing NGO driven scheme has not been able to achieve the desired objective, there is no doubt a need for targeted intervention at the level of the Central Government and it is still imperative to provide access to girls to secondary schools in such a way that they are not required to cover large distance.
- (v) Revamping of the existing scheme had been discussed in the meeting of the State Education Secretaries held in New Delhi on 26-27 July, 2007 also. Financial assistance to State Governments for construction of Hostels was one of the options suggested in the meeting.

- (vi) The sub-group on 'universalisation of access to secondary education' constituted as part of Working Group on Secondary and Vocational Education for 11<sup>th</sup> Five Year Plan has also suggested direct financial assistance to State Governments for construction of hostels in every block, especially where female literacy rate is below 50%

## **5. The Revised Scheme:**

### **5.1 Objective**

The gender disparities still persist in rural areas, particularly among the disadvantaged communities like SCs, STs, OBCs and Minorities. Significant gaps in enrolment of girls at the elementary and secondary levels as compared to boys are visible. Therefore, the main objective of the revised scheme is to bring the girl child to school and to retain her in school. The scheme thus envisages setting up of hostels with lodging and boarding facilities in the Educationally Backward Blocks (EBBs) and areas nearing concentration of above target groups so that the girl students are not denied the opportunity to continue their study due to societal factors. Another objective of the scheme is to make Secondary and Senior Secondary education accessible to a larger number girl students.

### **5.2 Target Group**

The girl students in the age group 14-18 studying in classes IX to XII and belonging to SC, ST, OBC, Minority communities and BPL families will form the target group of the scheme. As per the rough estimates about 70.00 lakh girls would have been enrolled in class VIII during the year 2007-08. Around half of the them at least belong to the SC, ST, OBC and Minority communities.

### **5.3 Eligibility**

Girls belonging to SC, ST, OBC, Minority communities and BPL families and studying in classes IX-XII in a recognised school in the EBB (run by any authority, State, District or NGO) with a valid certificate from school Head Master will be eligible to stay in the hostels. At least 50% of the girls admitted to the hostels should belong to SC, ST, OBC, Minority communities.

### **5.4 Strategy for Construction of Hostels/Schools.**

5.4.1. It is proposed to construct one hostel with the capacity of 100 girls in each of the 3500 educational backward blocks. Wherever there is space in KGBV compound, the hostels would preferably be constructed there. Such hostels would be under the administrative control of concerned KGBV. Students passing out of KGBV will be given preference in admission in hostel. In case, there is no spare space in the KGBV compound or in the blocks where no KGBV has been sanctioned, the hostel may be constructed in the compound of a secondary/ higher secondary school selected by the State/UT Government. The hostel will be under the administrative control of the

Headmaster/Principal of concerned school. However, students of neighbouring schools will also be eligible for staying in the hostel.

5.4.2. The minimum living space available to each inmate should be 40 sq. feet excluding kitchen, toilet and other common space.

5.4.3. The buildings will be designed as earthquake resilient and will be fitted with basic fire safety equipments. Efforts will also be made to design the buildings with provision for solar energy generation, use of solar cooker and biogas.

## 6. Financial Norms:

6.1. Financial estimates have been worked out based on KGBV norms effective from 1.4.2008.

6.2. With the tentative financial norms suggested below, unit cost for a hostel for 100 girls works out as under:

S.No.	Item	Rs. in lakh
<b>Non-Recurring Grant</b>		
1.	Construction of building including two room accommodation for warden	State schedule of rates to be used as per specified detailed norms for a 100 bedded hostel.
2.	Boundary Wall	
3.	Boring Hand pump ( minimum rates prescribed by State Drinking Water department subject to a ceiling of Rs. 1.00 lakh)	
4.	Electricity	
5.	Furniture and equipment including kitchen equipment	6.91
6.	Bedding etc	0.75
	<b>Total</b>	<b>42.50</b>
<b>Recurring Grant</b>		
1.	Fooding/Lodging Expenditure per girl child @ Rs.1500 per month	18.00
2.	Honorarium of warden @ Rs. 5,000 per month (in addition to her salary as teacher)	0.60
3.	Chowkidar @ Rs. 3,000 per month	0.36
4.	1 Head Cook (@ Rs. 3,000 per month) and 2 Astd. Cook (@ Rs. 2,500 per month)	0.96
5.	Electricity/Water per year	0.60
6.	Maintenance per year	0.40
7.	Medical care@ Rs.750 per year per girl	0.75
8.	Toiletries and sanitation @ Rs 100 per month for each girl	1.20
9.	News paper / magazines and sports @ Rs. 2,000 per month	0.24
10.	Miscellaneous	0.40

	Total	23.51
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Note: The above norms indicate the upper limit. Norms for civil construction may be different for each State based on PWD schedules of rates as per the location of the hostel. Similarly salaries for Chowkidar , cooks may be different for different States and will be governed by the Minimum Wages Act of respective States.

6.3 3% of the total outlay will be earmarked for research, evaluation, publicity, management, monitoring and administration.

## 7. Implementation:

7.1 The implementation of the scheme will be done by concerned State Governments through the society constituted for the purpose.

7.2. Each State will prepare an annual plan indicating the blocks to be covered, the school to which the hostel is proposed to be attached, names of secondary/ higher secondary schools in the neighborhood of the hostel, availability of the land for construction of the hostel, especially if the hostel is not to be located in a KGBV,

7.3 A lady teacher from the KGBV in which the hostel will be located or from the schools to which the hostel will be attached may be appointed as warden of the hostel. She will be paid an honorarium as per the norms of the scheme in addition to her salary. She will also be entitle to free family accommodation in the hostel.

7.4 Each inmate will be provided with photo ID along with unique number in order to ensure easy monitoring. On the back of the card, grievances redressal mechanism and contact numbers and addresses of responsible persons should be provided in the local language. State Governments are also encouraged to set up free help lines for redressal of grievances.

7.5 An ICT based Management System will be developed in consultation with State Governments so that the financial assistance can directly go into the account of each student to be maintained by a public sector bank situated nearest to the institutions/ hostels. Detailed guidelines in this regard will be issued separately.

7.6 An annual feedback mechanism from inmates will be developed and put in place by the State Governments. For this purpose, support of independent social audit groups may be enlisted.

### 7.7. State Level Empowered Committee:

The proposal will be scrutinized and evaluated at the State level by a State Level Empowered Committee headed by Secretary (School Education), which may also include representatives of State Finance, Planning Departments and Department of Women Development etc. This committee may constitute District level bodies consisting of representatives of District Administration, PRIs and social activists for monitoring the implementation.

### 7.8. Grants in Aid Committee:



A Grant –in Aid Committee headed by the Secretary, School Education and Literacy, Ministry of Human Resource Development will examine the proposals received from various States/ UT Governments. This Committee will include, Joint Secretary (Secondary Education), JS and FA, Ministry of Human Resource Development, representative of Planning Commission, Ministry of Finance, Ministry of Women and Child Development and National Commission for Women besides representative of States/UT Governments.

## **8. Sharing Pattern**

The sharing pattern during the 11<sup>th</sup> Five Year Plan will be at the ratio of 90:10 basis. The nominal sharing by the State Government will ensure that they are interested in proper implementation of the scheme and consider themselves as stakeholders in the process.

## **9. Release of funds**

The Government of India will release its share to the State Government, who in turn will release it to the Society implementing the scheme along with their own share.

## **10. Monitoring**

10.1 There will a continuing evaluation of the working of the scheme by State Government agencies through a regular and well structured system of field visits.

10.2 Besides, an independent agency will be assigned the task of monitoring of the scheme.

10.3 A list of mother NGOs will be drawn up for each state who will be encouraged to carry out an independent audit of the scheme.

10.4 State Governments will also send half yearly reports indicating physical and financial progress.

10.5 Panchayati Raj Institutions will also be involved in monitoring of the scheme. The beneficiary lists of students eligible for hostel facilities will be verified against the household registers maintained by the Gram Panchayats and data available with other tiers to identify any gaps, missing names in the lists. Any data collection in this regard will be done through panchayats.

10.6 The financial and physical progress reports of the scheme should mandatorily be sent to the Block and Zilla Panchayats.

## **11. Publicity**

11.1 State Governments will ensure wide publicity to the scheme with publication of guidelines of the scheme in leading regional newspapers and Doordarshan at least once in a year.

11.2 Achievements of the scheme along with location of hostels will also be published in leading regional newspapers at least once in a year.

11.3 Central Government will also provide publicity to the scheme through central agencies like DAVP/PIB.

11.4 One of the walls of the hostel will be painted with the exact details of what the scheme entails and what each beneficiary is entitled to under the scheme for the information to be readily accessible. Details of grants received and the facilities provided/assets acquired by the hostel authorities will also be displayed at each hostel.

11.5 Guidelines regarding selection of hostels, locations selected and details of the scheme will be put on the website of the Ministry of Human Resource Development and websites of the respective State Governments.

11.6 State Governments will develop publicity material for the scheme in the form of brochure, which will be made available to the Panchayati Raj Institutions and disseminated through them.

## **12. Review of the Scheme**

There shall be a rigorous, independent evaluation of the scheme after two years and a view will be taken thereafter whether NGOs should be involved in the scheme.

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